

**A LITERATURE REVIEW OF THE WATER SERVICES
EDUCATION AND TRAINING NEEDS OF COUNCILLORS IN
LOCAL AUTHORITIES WITHIN THE CONTEXT OF
DEVELOPMENTAL LOCAL GOVERNMENT AGENDA WITH
SPECIAL REFERENCE
TO
NORTHERN CAPE PROVINCE**

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DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously in its entirety or in part submitted it at any stage for a degree

Sign:



Date: April 2004

SUMMARY

This study describes and analyses the water services education and training needs of councillors in local authorities in the Northern Cape to enable them to implement their legislative framework in the new dispensation in South Africa. It is the proposition of this study that during the transitional period from 1994 to 2003 and thereafter, there is a likelihood of lack of capacity in most local authorities in the Northern Cape to execute their legislative requirements. This invariably imposes leadership responsibilities upon a range of stakeholders and councillors in Local Authorities (LAs), and creates the need for a redefined model of representation on the part of councillors "from resemblance to responsibility and responsiveness" (Sartori 1968: 465).

Using literature review to analyse leadership responsibilities of councillors, four priority education and training (E&T) needs of councillors have been identified:

- the need to understand water services policy and business cycle within the context of decentralisation and devolution of powers and functions to local government;
- the need for water services business programme management and planning skills;
- the need to understand community participation in water services development plans and development processes; and
- the need for conflict-resolution skills.

Based upon inferences drawn from literature evidence, it is concluded that Local Government (LG) patterns of responses involving the application of managerial and analytical principles grounded firmly in the twentieth century Organisational Development (OD) and public service management experience and thoughts, can neither explain nor remedy the complex variables of Local Government Developmental Agenda (LGDA) and/or the complex array of water crises that are unfolding in Northern Cape. Thus, for water services to remain a viable "instrument of humanity" especially at a

municipal level, it is concluded that more effective E&T strategies are required to equip current and future councillors with intellectual water business tools to address the complex challenges that lie before them. Furthermore, an Outcomes Based Education (OBE) action-based strategy is offered as an alternative to the current traditional training approaches in Northern Cape. It is also clear from the researcher's interpretations and analysis of LGDA variables that the water services E&T needs and the relevant "gaps" identified are not simply questions of "how to do things". Rather an OBE action-based strategy under LGDA processes involves a fundamental reorientation of all participants in E&T programme for councillors that should be relevant to the special demands of the Northern Cape LAs and councillors. The researcher makes recommendations for enriching the sociology of LG studies, to match the skills requirements, given the complexity of LGDA and numerous challenges for competent and innovative councillors in LAs.

Finally, this study is not intended to be exhaustive but rather to complement a number of education and training initiatives commissioned or under preparation by water sector stakeholders in line with Skill Development Act of 1998 and SAQA of 1995 (South African Qualifications Act) processes.

KEY WORDS:

Best Value Regime, Local Government Developmental Agenda, Spheres of government; local government; socio-economic & political dynamics in transition; decentralisation; constitutional powers and functions of local government; education and training (E&T) needs of councillors in water services; Northern Cape Province.

OPSOMMING

Hierdie studie beskryf en ontleed die behoefte aan onderwys en opleiding (E&T) by raadslede in plaaslike owerhede in die Noordkaap, om hul moeilike taak te kan verrig in 'n veranderende beleidsomgewing in Suid Afrika. Die studie besin daaroor dat daar waarskynlik gedurende die oorgangstydperk vanaf 1994 tot 2003 en ook daarna, 'n tekort aan bevoegdheid om hul funksies te vervul, by heelwat plaaslike owerhede in die Noordkaap bestaan. Dit is deels 'n gevolg daarvan dat nuwe verantwoordelikhede op die skouers van die rolspelers en raadslede in plaaslike owerhede geplaas word. Die nuwe rol van raadslede word herdefinieer vanaf verteenwoordiging na verantwoording en optrede; "from resemblance to responsibility and responsiveness" (Sartori 1968: 465).

Vier belangrike areas waar onderwys- en opleidingsbehoefte ten opsigte van die leierskapsprofiel van Raadslede bestaan, is op grond van 'n literatuur-oorsig geïdentifiseer:

- die belangrikheid daarvan om beleid- en besigheidsaspekte van die lewering van waterdienste te verstaan teen die agtergrond van desentralisering en stelselmatige afwenteling van magte en funksies na die plaaslike owerheidsvlak;
- die behoefte wat bestaan aan bestuurs- en beplanningsvaardighede met betrekking tot waterdienste en water-ekonomiese aspekte;
- 'n begrip van die rol van die plaaslike gemeenskap in beplanning en uitvoer van ontwikkelingsprojekte vir die lewering van waterdienste;
- konflikhanteringsvaardighede.

Na aanleiding van die getuienis uit hierdie literatuurstudie word dit duidelik dat die heersende reaksie- en besluitnemingstyle van Plaaslike Owerheid (LG) wat spruit uit beginsels van organisasie ontwerp (OD) wat dateer uit die vorige eeu en die staatsdienservaring en –denke van daardie era, nie die komplekse veranderlikes van die nuwe Plaaslike Owerheid Ontwikkelingsagenda (LGDA) kan verduidelik of aanspreek nie, en dus nie geskik is om 'n dreigende krisis in die Noordkaap te af te weer nie.

Om waterdienste in die toekoms as 'n voertuig vir die opheffing van agtergeblewe gemeenskappe te kan gebruik, veral op plaaslike owerheidsvlak, is dit belangrik dat huidige en toekomstige raadslede deur middel van effektiewe onderwys - en opleidingstrategieë toegerus word met water-ekonomie kennis en vaardighede. Sodoende sal hulle die komplekse uitdagings wat aan hulle gestel word, die hoof kan bied. 'n Aksie-gerigte strategie gefundeer op 'n uitkomsgebaseerde (OBE) kurrikulum, word voorgestel as plaasvervanger vir die huidige tradisionele onderwysbenadering in die Noordkaap. Dit is duidelik uit die outeur se interpretasie en ontleding van LGDA veranderlikes, dat die geïdentifiseerde onderwys- en opleidings behoeftes en gapings 'n heeltemal nuwe benadering vereis. Dié benadering behels 'n deurdagte heroriëntering tot opleidingsprogramme vir raadslede in plaaslike owerhede (LG) in die Noordkaap. Die studie dra by tot die sosiologie van plaaslike owerheidstudie, en wys op die vaardighede, vermoëns en innovasie-eienskappe van raadslede wat benodig word om die kompleksiteit van LGDA en die uitdagings in plaaslike owerhede aan te spreek.

Ten slotte is die studie nie bedoel om volledig te wees nie maar om wel 'n bydrae te lewer tot die onderwys- en opleidingsinisiatiewe wat voortspruit uit die aksies van belanghebbendes in die water sektor in ooreenstemming met die Wet op Vaardigheidsontwikkeling (1998) en SAKWA (1995).

DEDICATED TO:

MY COLLEAGUES IN THE WATER SECTOR MESSRS. SANJAY WIJESKERA, SERGO GUZMAN, ANDREW MAGADAGELA, PATRICK FLUSK, MRS. BEVERLY-LYNN PRETORIOUS, MRS. MARIE BRISLEY-CLARVIS, MS JENNY EVANS, AND DR. PATRICK NTSIME

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KEYWORDS

Accreditation
Best value regime or Local government developmental agenda (LGDA)
Communities
Competencies
Constitutional powers and functions of local government
Councillors
Decentralisation
Indicators
Leadership
Learning
Local government
Municipalities
Need assessment
Northern Cape Province
Outcomes-based education (OBE)
Performance
Performance indicators
Planning
Regime
Roles and responsibilities
Skills
Socio-economic and political dynamics in transition
Spheres of government
Value
Water sector
Water services
Water services education and training (E&T) needs of councillors

ABBREVIATIONS

3Es	Economy, Efficiency and Effectiveness
ANC	African National Congress
BP	Business Plans
BSA	British Social Attitudes Survey
BVPIs	Best Value Performance Indicators
BVPIsWS	Best Value Performance Indicators in Water Services
CB&T	Capacity Building and Training
CC	Close Corporation
DANIDA	Danish International Agency for Development
DBSA	Development Bank of Southern Africa
DBU	Development Information Business Unit
DEAT	Department of Environmental Affairs and Tourism
DFID	British Agency for International Development
DHLG	Department of Housing and Local Government at Provincial Level
DoE	Department of Education
DoH	Department of Housing
DoL	Department of Labour
DORA	Division of Revenue Act
DP	Democratic Party
DPLG	Department of Provincial and Local Government
DWAF	Department of Water Affairs and Forestry
E&T	Education and Training
ETQA	Education and Training Quality Assurance Authority
EU	European Union
FBW	Free Basic Water
GEAR	Growth Employment And Redistribution Strategy
GGP	Gross Geographical Product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HRD	Human Resource Development
IDP	Integrated Development Plan
IDPs	Integrated Development Plans
IEC	Independent Electoral Commission
IMF	International Monetary Fund
IWRM	Integrated Water Resource Management
KFAs	Key Focus Areas
LA	Local Authority
LAs	Local Authorities
LG	Local Government
LGDA	Local Government Developmental Agenda
LGWSETA	Local Government Water Sector and Related Services Education and Training Authority and related Services
MAAP	Multi Annual Action Plans
MDC	Mass Democratic Movement
MDM	Mass Democratic Movement
M&E	Monitoring and Evaluation
ME&R	Monitoring, Evaluation and Reporting

MEC	Member of Executive Committee
NEC	National Executive Committee
NECs	National Executive Councils for Political Parties
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organisations
NGT	Nominal Group Technique
NQF	National Qualifications Framework
O&M	Operation and Maintenance
OBE	Outcomes-Based Education
OD	Organisational Development
ODA	British Overseas Development Administration
PMU	Programme Management Unit
PMUs	Programme Management Units
PPPs	Private Public Partnerships
RDP	Reconstruction and Development Programme
RPL	Recognition of Prior Learning
RSA	Republic of South Africa
SADC	Southern Africa Development Communities
SAIRR	South African Institute of Race Relations
SALDRU	South African Labour and Development Research Unit
SALGA	South African Local Government Association
SAQA	South African Qualifications Authority
SETAs	Sector Education and Training Authorities
SGB	Standard Generating Bodies
TA	Technical Assistance
TNA	Training Needs Assessment
TQM	Total Quality Management
UDF	United Democratic Front
UK	United Kingdom of Great Britain
USA	United States of America
USAID	United States of America Agency for International Development
WHO	World Health Organisation
WRM	Water Resource Management
WS	Water Services (Water Supply and Sanitation facilities)
WSAs	Water Services Authorities
WSABPs	Water Services Authority Business Plans
WSBPs	Water Services Business Plans
WSDP	Water Services Development Plan
WSDPs	Water Services Development Plans
WSPs	Water Services Providers
WSSD	World Summit on Sustainable Development

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Chapter 1

INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

This study describes the water services education and training needs of councillors in local authorities in the Northern Cape in order for them to execute their legislative requirements within the new local government legislative framework in South Africa. It is the point of departure of this study that, during the transition period from 1994 to 2000 and thereafter, there is a likelihood of lack of capacity in most councillors in local authorities to carry out their legislative requirements. This means that a concerted effort is necessary from all spheres of government and training providers to assess water services capacity and the education and training needs of councillors as decision-makers in local authorities in order to be able to achieve sustainable water services delivery for the communities they serve. This need for water services education and training programme for councillors is supported by evidence that by 2020 more than half of the South African population is expected to be living in cities. With this increase in the urban population and the growing municipal industrial sectors, the amount of water services use will grow steadily. Limited energy resources, sparse freshwater supplies and mounting environmental concerns make water services delivery a more challenging task. Consequently, by empowering councillors, as the decision-makers in local authorities, it is assumed that municipalities can provide water services cost effectively, reduce energy consumption and protect the environment.

It is the premise of this study that local government structures have been mandated to ensure that all South Africans have access to basic services. Water services provision is clearly a complex process, which requires technical, managerial and financial skills of councillors in order to ensure the reliability of water services and customer satisfaction. To ensure the successful provision of basic water services to all, the councillors must be capacitated in water services skills. It is also a proposition of this research study that some of the expanded roles of local government in delivering services in the Northern Cape necessitate better-informed decisions by councillors, because councillors have the executive authority to make decisions in the

new local government system in South Africa. It is concluded that an OBE E&T programme for councillors is proposed as a basis for enhancing the capacity of councillors to address the complex LGDA elements within the water sector.

1.2 Statement of the research problem

This study will not document in detail the changes that have occurred and are still occurring in South African local government (Bernstein 1998:298-301; Blase 1998:50), but will offer instead a brief research background to cover this aspect. Under the apartheid regime, while a system of local government existed, it was essentially a "top-down" system responding to central directives rather than to local needs or pressures. The powers and functions of local government were vested in party officials rather than elected local government councillors. This meant that "public opinion" usually reflected "official views" rather than those of voters and councillors. With the recent transformation process from 1994 to 2003¹, however, a new and more responsive type of democratic local government is being created.

Although the new local government system allows "bottom-up" governance, it bears some hallmarks of the apartheid system. The "bottom-up" new local government system is overlaid by a "top-down" structure in which central government sectorial departments and officials administer local government "affairs" and "services". Each sectorial department is responsible to the national government and can represent local government opinion in the "global world" in terms of key performance indicators². This implies that local authorities have no firm powers and functions as district municipalities and that the national government in terms of the Municipal Structures Act of 1998 as amended can ignore their views. The limited role of local authorities is a matter of some controversy and developments in the future are likely to see some changes in the powers and functions of local authorities or at least the development of some means of making them more responsive to local needs and pressures.

¹ The Department of Provincial and Local Government (DPLG) recently announced powers and functions in which most of the Northern Cape local municipalities (category B type of municipalities) were authorised as Water Services Authorities. This meant that these newly authorised local authorities have to implement section 78 of Municipal Structures Act, whereby they have to set up Administrative Units as per the provisions of the same Act by July 2003.

² Municipal Systems Act, Act No. 32 of 2000 and Department of Provincial and Local Government (DPLG) Performance Management: A Guide for Municipalities (undated): 1-36.

The local authorities themselves are led by executive councils that have executive powers in their areas of jurisdiction. The executive council of each local authority is served by a professional bureaucracy, which is not subordinated to the authority of the district municipality and central government. This provides local authorities with the means to implement their own policies³ independently of the district municipality and central government. Inevitably, however, the majority of officials within the local authorities have left these institutions for greener pastures, while those who are left have survived from the old apartheid system (Sunday Independent 9-02-1997). Furthermore, it could be argued that the new local government systems, in accordance with national government policies and regulations, have employed "new" officials who often have no experience of dealing with councillors' and councils' needs in the new local government. But yet, the making of decisions to deliver basic water services rests with these people.

When speaking of Western Europe, Goodlad (1983:187) notes that

"[I]n many of the systems of local government represented at the symposium, there seemed to be an in-built assumption that local representatives were somehow magically endowed at the moment of election with the capacity to cope with complete a range of responsibilities and confusing variety of views of the elected representatives role".

From this and from the background to the present situation in the Northern Cape, it can be inferred that such weaknesses in local authorities in the Northern Cape could be even worse than those in European local authorities. The reasons for this deduction include:

- South African local government is in a transitional phase (Greenwood and Jacobs 1994:3-12). This includes a growing political role for large sections of the community formerly excluded; and expectations of citizens (some of which may be difficult to meet) created by the process of change (Greenwood and Jacobs 1994: 3);

³ The principle of co-operative governance depicts the relationship between the spheres of government, which is described as "distinctive, interdependent and interrelated". The Constitution, Act No. 108 of 1996, Part B of Schedule 4 & 5, provides guidelines as to how these different spheres should function, what their respective powers and duties are, and what the manner should be in which they should exercise their legislative responsibilities.

- constraints associated with the deracialisation of municipalities;
- new policies and guidelines need to be developed or were recently published for implementation;
- municipalities have highly stressed financial resources (Bernstein 1998:298)
- constraints associated with the amalgamation of municipalities (Cameron 2001:97-177);
- constraints associated with re-demarcation and cross-border areas;
- constraints created by the reincorporation of the former homelands into post-apartheid South Africa;
- constraints associated with former homeland towns known as R293 towns because they were proclaimed under South African proclamation R293 of 1962;
- constraints imposed by conflicting powers and functions between different types of municipalities;
- constraints associated with section 78 of Municipal Systems Act and new municipal administrative units to be established by 1st July 2003 in terms of powers and functions;
- constraints associated with tensions between the traditional system of government and a democratic local government system;
- personnel constraints in key performance areas of municipalities;
- interrelationships between spheres of government and the tensions this interrelationship imposes on local authorities (Kroukamp 1996:4);
- globalisation of water services (Cassen et al. 1986:307) and;
- backlog of communities without basic services (SAIRR 1998:13, Census 2001).

In the light of the above, it can be seen that in the new democratic South Africa, the lack of a democratic tradition upon which to build, widespread inexperience in water services and the lack of understanding of the water policy process affect local councillors detrimentally. Because of this, the transfer of water services skills to councillors should receive priority within the water sector.

1.3 Rationale for the study

The Local Government Developmental Agenda (LGDA) has important implications for water services delivery and a need for innovative councillors to implement the complex LGDA variables. This study argues that LGDA or the Best Value Regime requires LAs to develop as "intelligent learning organisations" and to build the capacity of decision-makers to support processes of learning and improvement as per legislative framework. Therefore, this literature study is primarily concerned with water services E&T needs of councillors to meet the demands imposed by LGDA requirements or components, and as such focused heavily upon equipping Northern Cape newly elected councillors to play their part in the newly established LGDA in RSA with special reference to water services delivery.

1.4 Aims of the study

The primary aim of this study is to analyse LGDA with special reference to water services delivery. The secondary aim of the study is to make deductions from literature evidence on the water services E&T needs of councillors as decision-makers in LAs.

1.5 Research Design and Literature Review Method

An extensive literature study on the education and training needs and initiatives from published textbooks, official publications, magazine articles, reports, official documentation, statutory legislation, ordinances, workshops, conferences and informal interviews was conducted with a view to obtaining information about local government challenges and problems, and on how similar situations to those of Northern Cape local authorities councillors' development needs were dealt with elsewhere. In the course of this literature review study, the five steps proposed by Groenewald (1989:6) and Mouton and Marais (1990: 33-34) were taken into account

by the researcher. The researcher further acknowledges the well-documented limitations of literature review by such scholars such as Leedy (1993); Guba and Lincoln (1989); Babbie (1995:275) and De Vaus (1996:76). Consequently, these limitations are taken into account in the interpretation and analysis of the literature survey and evidence in the water sector in order to meet the two-fold aims of this study.

1.6 Delimitation of the Study

The study will not attempt to define the tensions between the three spheres of government⁴ in South Africa. However, where a causal link or chain is explained between spheres of government within the LGDA conceptual framework, the researcher demonstrates substantiated evidence on a particular issue. The study has been conducted at the Third sphere of government, namely local government, due to its closer proximity to the community, which it serves as opposed to the provincial and national spheres of government. Within the domain of local government, the study was further limited to local authorities or category B type of municipalities. The reason for this focus is that the provision of water services does not take place in a specific, constant and fully determined legislative framework or LGDA. The latter is due to the proposition that the various dimensions continuously influence the LGDA found within local government system. Thus, E&T needs of councillors will vary from one local authority to another, which will cause the findings found in one local authority not to be generally applicable to all 404 councillors and 26 local authorities in Northern Cape.

Furthermore, the study will not attempt to propose or pre-empt the transformation process taking place with regard to local government system in RSA. In other words, the study will not attempt to sketch the actual influence and effect of the transformation, transition and restructuring processes in RSA on local authorities. However, where a reference is made, the researcher advances a certain notion in the water sector in pursuant with the objectives of this study. It must also be noted that the researcher has used literature review, which meant that the findings cannot be generalised (Krathwohl 1993: 514-19; Stern 1961 63; De Vaus 1996:76).

1.7 Report Structure

The research report is divided into five Chapters as follows:

Chapter 1: This Chapter provides a general orientation to readers of the nature and context of local authorities in the Northern Cape. In other words, this chapter will describe the background and the motivation for the literature research design on LGDA in RSA including aims and objectives of the research.

Chapter 2: In this Chapter, the literature related to the Local Government Developmental Agenda and its implications for councillors' competencies are extensively reviewed.

Chapter 3: Based upon the evidence in Chapter 2, the concept of LGDA or best value regime as a systematic framework is discussed within the context of the outcomes-based E&T paradigm in South Africa. This is seen as a necessary condition or intervention to narrow councillors' competencies and needs in pursuance of the Millennium Developmental Goals provisions in 2015 in Northern Cape.

Chapter 4: This Chapter presents the literature evidence of water services education and training needs of councillors

Chapter 5 Drawing on all the Chapters, the researcher puts forward a conclusive assessment of the study and recommendations that may assist in meeting the water services education and training needs of councillors in Northern Cape.

⁴ The inter-relationship between local government and other spheres of government are well documented by such scholars such as Craythorne (1993), Cloete (1988), Cameron (1989), Ballard *et al* (1990) and most recently Cameron (2001). Cameron (2001) offers different models for interpretation on co-operative governance and relationship within the context of LGDA in RSA.

Chapter 2:

THEORETICAL PERSPECTIVES ON LOCAL GOVERNMENT AND LOCAL AUTHORITIES IN NORTHERN CAPE PROVINCE USING THE BEST VALUE REGIME FRAMEWORK

2.1 Introduction

This Chapter will provide a detailed theoretical analysis of the changing fiscal, legal, social, environmental, economic and political dimensions (framework) within local government in general and LAs in particular. It reviews selected relevant literature and outlines the starting assumptions and premises in terms of the conceptual framework (Leedy 1993:109). This chapter's sub-sections provide a theoretical basis in terms of which the needs of the Northern Cape local authorities and their councillors should be understood in pursuance of various pieces of legislation in the new local government dispensation in South Africa vis-à-vis the required competencies and skills on the part of councillors in implementing water services in their respective local authorities.

The Honourable President of the Republic of South Africa (Mr. Thabo Mbeki) set strong theoretical premises for a LGDA, or best value regime in South Africa, when he argued that:

"South Africa's social transformation requires, among other things, that we create a truly developmental state system that services the interests of the people, efficient and most cost-effective. Our system of local government must also be built on the basis of these principles. We are convinced that the local government legislation you have approved gives us the possibility to achieve these objectives and thus create a radically new system of local government" (President of South Africa, Opening Parliamentary Speech, February 2002).

From this statement by President Thabo Mbeki, it could be argued that LGDA is seen as a primary vehicle through which development and delivery of sustainable and affordable water services could occur. Since 1994, the post-apartheid government has played an increasingly expanded role in providing and regulating a vast array of national programmes and policies from Verwoerd's separate development policy from

1948 to Mandela's rainbow nation from 1994 onwards, as alluded to by President Mbeki. This statement by President Mbeki also implies a substantial redefinition of local government to meet the basic needs of all citizens in pursuance of the national targets and Millennium Developmental Goals for 2015. Because of an over-concentration of water services delivery and development initiatives in local government, it was inevitable that people would continuously flock to local authorities (as category B municipalities) to assuage their socio-economic, and developmental needs. Local authorities have to contend with satisfying the growing demand for [water] services by communities in their areas of jurisdiction, on the one hand, and maintain sustainable water services, on the other hand.

It is argued here that finding a balance between the continued provision of water services and of the conservation of resources in order to address backlogs in water services has proved to be a major challenge for both councillors and officials in local authorities (Bernstein 1992:76; Hodge & Anthony 1988:58-68).

The ever-changing role of local government in South Africa and its underlying functional systems has been recently defined in the South African Constitution, Act No. 108 of 1996. However, a theoretical analysis of this new local government system in South Africa is necessary, since there is limited clarity on the roles and responsibilities of local authorities within the water sector. This creates, *inter alia*, an expectation gap amongst water services consumers and confusion between district municipalities (as category Cs) and local authorities (as category Bs or cities or towns), although powers and functions have been recently announced in (2003) by the Minister of DPLG. The purpose of such an analysis is to lay a firm theoretical foundation based on LGDA or best value regime. This allows the researcher to comprehend the distinctive nature of LGDA or best value regime, and the problems confronting councillors as elected representatives of their constituencies and their role to make reasonable decisions regarding water services and, more critically, the possible role that an E&T programme can play as defined in Chapter 3.

The LGDA or best value regime framework offers three basic components of analysis on the water-related E&T needs of councillors. These needs include: organisational analysis; operational analysis; and man (human resource) analysis (McGehee and

Thayer 1961), aspects that will be further discussed in Chapter 3. Stewart (1971:17) adds another critical component when he refers to “demographic and environment analysis”, which seems to be useful to a study of this nature. Stewart (1971:17) submits that “local government, as a system, draws its operational inputs [resources, values, and demands on water needs] from the external environment, feeds these into the bounded system [organisational processes], to produce outputs and outcomes [sustainable, efficient, reliable and affordable water services) with an objective of having a positive impact on local customers (demographics)]”.

The best value regime (or LGDA) submitted by authors such as McGehee and Thayer (1961), Stewart (1971:17) and most recently by Boyne *et al.* (2001) is useful, since it acknowledges that the functions of the local executive authority are influenced by the operational inputs and outputs, organisational behaviour or organisational development arrangements (municipal organograms and departments, culture and strategy), capital resources (assets, funds, revenue, cost recovery) and human resources in terms of competencies and capabilities (man or municipal human resources including of councillors), and external environment (socio-economic and legislative policies and Acts of Parliament) in order to deliver sustainable water services (outputs or outcomes) to their areas of jurisdiction (demographics). The best value regime framework also acknowledges that, in order to ensure the outputs and outcomes of local authorities structures perform the desired developmental role of local government and provide sustainable water services to voters, it is essential that the results are monitored by means of a feedback mechanisms. This feedback (arguably from councillors) is provided by the operation of the transformation process as well as the results of the best value regime’s system, so that changes may be made to the inputs and/or the transformation process in order to adapt the outputs and outcomes (Hodge & Anthony 1988:68). In the context of the best value regime in South Africa, which is in its infancy, E&T needs are explored in Chapter 3 in order to determine an appropriate E&T programme for councillors as key leaders to develop less reactive and more proactive strategies for water services delivery. Prior to a discussion of the water services education and training needs of councillors in Chapter 3, however, it is useful to have a clear picture of the nature of the LGDA and its system as operationalised for the Northern Cape. The purpose of the present chapter is to develop this understanding.

2.2 The theoretical context of local government using the best value regime framework or Local Government Developmental Agenda (LGDA)

2.2.1 Introduction

From paragraph 2.1. above, it can be argued that a local authority can be viewed as a system with a set of interrelated components, which are influenced by organisational development, operational or functional systems, human resources and environmental factors in implementing sustainable water services. By their very nature, water resources management and water services place added and often conflicting demands on local authorities. These demands include organisational development arrangements, ongoing O&M of inputs and outputs (human and capital resources, revenue and assets), relationships with other spheres of government (intra-organisational), capability and capacity to plan and restructure local authorities' administrative systems and human resources according to the "escalation of environmental problems" (Muller 1996: 19-42). These demands are further coupled in South Africa with a greater public and private awareness of and concern about local government inefficiency to deliver sustainable water services to its customers (outputs or outcomes). To overcome these capacity and capability constraints in local authorities, it will be necessary to generate increased interest on the part of local authorities in accepting innovative strategies and better links with the water customers within the water sector. From the following literature review, it can be argued that these demands and challenges for delivering sustainable, efficient and affordable water services in an integrated manner now requires technical, financial and managerial skills, and competencies and knowledge on the part of councillors to deal with the increased complexity imposed by both water services demands, on the one hand, and the requirements of the legislative framework, on the other hand.

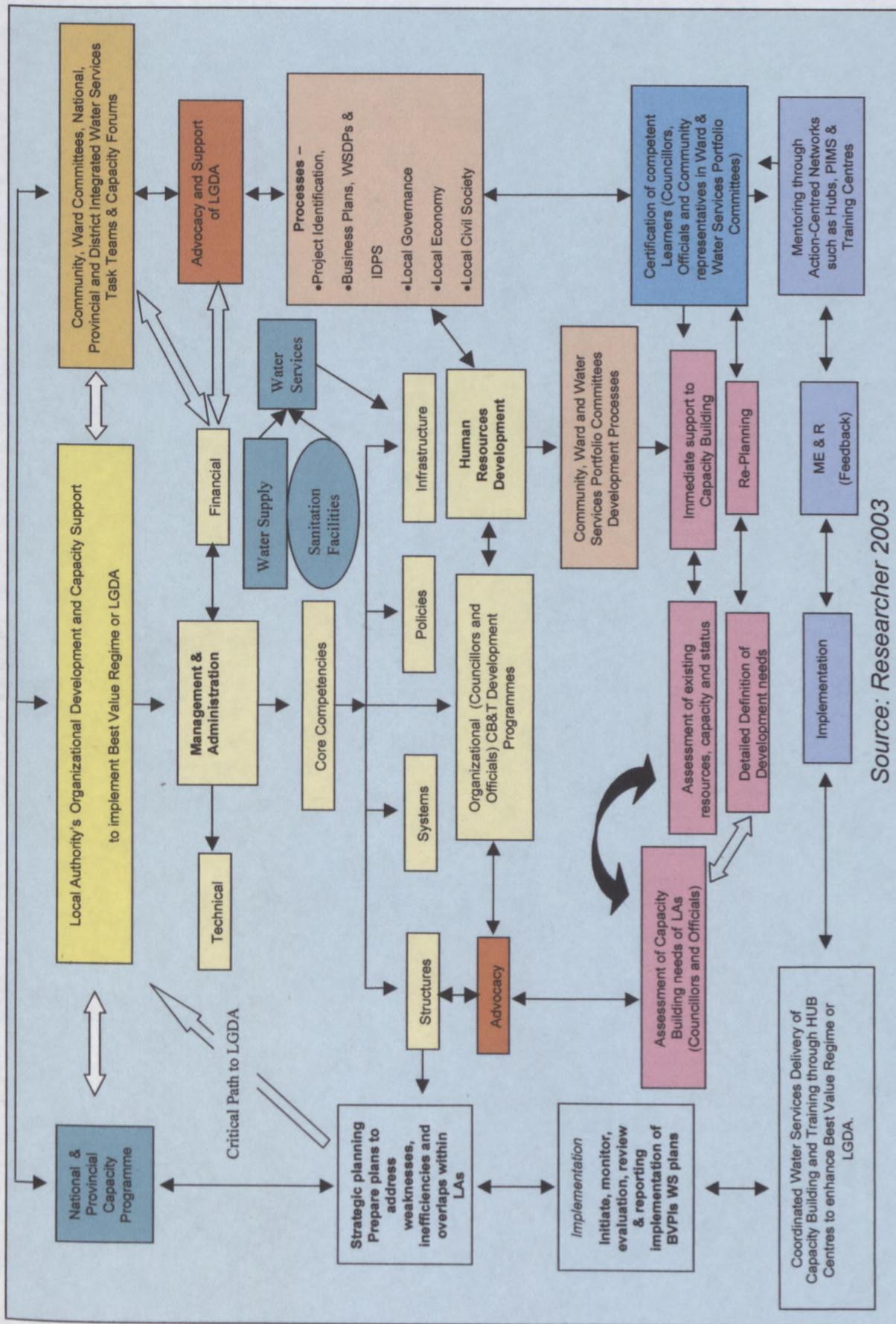
The researcher adopted the LGDA as a framework in order to conceptualise and operationalise the water services E&T needs of councillors in local authorities in the Northern Cape province. In exploring this framework, it is argued that there are various phases in the development of water services policies and their component plans and programmes. Additionally, there is continuous feedback between these phases, as well as between the internal and external functioning of local authorities. This feedback (arguably) is essential in that it should indicate the progress, or lack thereof, of local authorities in implementing their water services legislative provisions

according to the Constitution of the Republic of South Africa. Accordingly (see Hodge & Anthony 1988:58; Muller 1996:23), the researcher will be able to assess which existing water services plans and pre-determined water services strategic KFAs have been achieved, and if they have not, to determine the consequent education and training needs⁵.

Thus, a local authority can be viewed as a system with a set of interrelated components, which are influenced by organisational or organisational development arrangements, operational, human resources (of which councillors are a sub-set of) and environmental factors in implementing water services as is depicted in Figure 1.

⁵ Hodge and Anthony (1988:58) write that all organisations fit the open systems model, whether they are public (as in local authorities) or private, profit or non-profit business or government. They describe an open system (which is used here to explain local government environment in South Africa) as one which takes inputs from the environment, transforms them through operations into outputs, and receive feedback from the environment on its success or failure.

Figure 1: Capacity Building And Training For Inter-Sectoral Management, Co-ordination, Demand Driven & Planning Framework In The Water Sector To Support Local Authorities Using The Best Value Regime Or Local Government Developmental Agenda As A Framework



Source: Researcher 2003

2.2.2 The theoretical context of best value regime or LGDA

In describing the relationships between local authorities and the adopted components based on best value regime or LGDA, it is possible to argue that the “metaphysical world” is rapidly changing: the developments in information technology and global society are creating unprecedented challenges which existing mind sets are unable to deal with (Morgan 1993:267). Morgan (1993:268) [strongly] argues that:

... “[it] seems that the stability of Newton has given way to the flux and relativity of Einstein... [and to] a need for new ways of thinking and new ways of acting, ...and new modes of understanding, based on new images”.

From this, it can be argued that it is not the extent of “metaphysical” changes alone that is significant for innovative strategies, but “the number of dimensions on which change is taking place, such as global and macro-economic restructuring, periods of prolonged famine, poverty in developing countries, and unemployment, changes in demographic structure, new social norms, and the acceptance of a multi-ethnic society have combined to pose new challenges for [local authorities]” (Muller 1996:3). As a result, innovative strategic planning, technical, financial management strategies and ME&R are expected from local authorities and councillors alike in accordance with chapter 8 of the Municipal Systems Act.

Following on from the above, it can be argued that traditional management styles and approaches, which are less proactive or linear in relation to the “metaphysical changes in the world”, are discouraged. Conner (1992:139) concurs with Morgan (1993:268) and Muller (1996:3) by stating that the volume, momentum and complexity of “metaphysical changes in the world” are accelerating at an increased rate in contemporary society. Furthermore, the prime duty of local authorities and councillors must be seen as striving to preserve and develop the potentialities of this “metaphysical world”. Cost-benefit analysis, which applies quantification procedures in the evaluation of local government, is not able to take into account the complex interdependencies of the “metaphysical world”. In other words, the pressure to change has increased during the post-1994 era within which local government decentralisation and the devolution of powers and functions occur within a *milieu* of greater community participation in the water services business cycle. It is critical that

local authorities continuously assess their ability to respond to and accommodate changes in the metaphysical world (Picard 1992:84). Therefore, it can be deduced that councillors in local authorities need to develop a capacity for understanding the interdependency within the “metaphysical world” in their water services delivery strategies and to implement measures to adapt sufficiently to global, environmental and legislative frameworks in their areas of jurisdiction.

The White Paper on Local Government (March 1998) proposes a clear, comprehensive and commonly accepted strategic vision to be adopted to guide the process of implementing a best value regime framework in local government, whereby local authorities are seen by water sector stakeholders as vehicles for effectively realising the goals of LGDA in South Africa. The Republic of South Africa’s Constitution (Act 108 of 1996) and the White Paper on Local Government (March 1998) state certain guiding principles for implementing a best value regime, which include the following: -

- a commitment to the provision of high-quality [water] services to the community in an impartial, unbiased manner;
- responsiveness to the [water services] needs of the communities;
- representativeness of all sectors of the community;
- a commitment to education and training and development of all public employees; and
- the entrenchment of democracy in the internal procedures of the institutions and their relations with the community.

There is a general consensus in the literature that it is critical for a local authority to respond adequately to the above best value regime principles, which emphasise co-operative governance, and customer and community satisfaction. Paradoxically, local authorities have limits in delivering sustainable water services and good governance as envisaged by the South African government and the global community (Wijesekera and Sansom 2003:474).

Given the impediments at legislative, policy and programme levels discussed in Chapter 1, Muller (1996:25) argues that the limits include:

- the complexity of the metaphysical world problems, which precludes straightforward cause-and-effect analysis of the problem, and also precludes simple solutions implemented by any government authority acting alone;
- the failure of the traditional command and control bureaucracies, which are not well suited to dealing with rapid “unplanned” change. This is becoming more typical of environmental problems in which knowledge of the problem and the problem itself evolve rapidly, and for which any solution must involve overlapping public, private and voluntary sector initiatives;
- the inadequate definition of environmental problems based on single-discipline perceptions and solutions;
- the administrative “trap”, which describes the common mismatch between the nature of the environmental problems and the sectorial problem-solving structures in government, ecological problems, recognises and treats symptoms as the problem itself, and generally remains inadequate to the task or fails to integrate horizontally;
- the failure of vertical integration, which is the result of the common failure of understanding and information flows between policy levels of government and the end resource user, who may generate substantial, cumulative environmental impacts;
- over-reliance on organisational development reforms. Although organisational development reforms are often part of a high-quality management approach, there is a tendency to assume that if the “right” organisational development arrangements, policies and strategies can be brought into being, then adequate environmental management will result;
- the failure to learn from experience. Within the traditional bureaucracy there is often little motivation to learn from past experience and even less to admit, analyse and learn from past mistakes; and

- the failure to confront the management process. Most politicians and bureaucrats in public decision-making and management have little interest in improving the process of decision-making, and indeed little interest in considering the process at all.

Based upon the foregoing, it could be argued that local authorities as public institutions have tended to respond to both internal and external changes in a reactive and curative manner. This can be interpreted to imply that they are merely responding when problems arise from their “metaphysical world”. Despite the challenges to respond to rapid “metaphysical” changes in the world, the traditional management approaches of local authorities often renders them ineffective in adapting to changes as required by the White Paper on Local Government (March 1998) in pursuance of the best value regime framework in local authorities. Muller’s (1996) propositions concur with the White Paper on Local Government (March 1998), which states that “public institutions [local authorities] in general are noted for their low capacity for service delivery and development, the predominance of an authoritarian and rule-bound management style, a lack of emphasis on accountability and transparency, and the ineffective utilisation of human resources” (Republic of South Africa 1996:6-8). Local authorities are frequently characterised by the absence of comprehensive policies due to a lack of vision for the future of the community and inadequate knowledge concerning the “metaphysical world”.

On the basis of these remarks, it can be argued that local authorities need to respond to the metaphysical world’s challenges timeously and effectively. This requires, *inter alia*, the adoption of water services strategic KFAs and innovative approaches to change management and leadership styles. Accordingly, innovative leadership and management styles tend to be highly situational in nature. These leadership styles are often characterised by a commitment to learning, thereby becoming more effective in delivery and development than traditional management styles are, as suggested by Muller (1996: 29). The best value regime framework or LGDA therefore encourages what Carley & Cristie (cited in Muller 1996:29-30) call “action-centred networks”, a style of leadership that is able to deal effectively with the delivery of basic services and professes a commitment to good governance and democracy. Carley & Cristie submit that networks are non-hierarchical social systems, which

constitute the basic social form that permits an inter-organisational coalition to develop in the work environment. They further argue that an “action-centred network leadership style of management is flexible, open and capable of restructuring itself over time as it is focused on the goals of its management and research tasks” (Muller 1996:30). Accordingly, an “action-centred network” engages in regular and critical reviews of its progress towards its vision, mission and strategic goals, thereby affording itself with feedback as a system. The “action-centred network” can be regarded as a capacity-building and training framework for implementing a best value regime in pursuance with Figure 2. Thus, the difference between “metaphysical worlds”, “action-centred networks” and “best value regime” is a matter of semantics. These concepts will thus be used interchangeably to analyse LGDA and the need to provide education and training programmes for councillors in order to implement water services within the context of BVPIsWS.

2.2.3 Working definition of local government within the context of a best value regime or LGDA

In this research, local government is defined as “the level of government closest to its constituents and involved in the rendering of a wide range of services including water services that materially affect the lives of the people residing within its geographic area of jurisdiction (Zybrands 1995:1) in accordance with Chapter 8 of the Municipal Systems Act. This definition by Zybrands incorporates local community technical, financial, planning and management skills on the part of local authorities through its political structure. It can be argued that local government has controlled governmental powers and functions to render vast services, including water services, and to develop, control and regulate the geographic, social and economic development of its areas of jurisdiction as an independent legal entity from both provincial and national spheres of government (Vosloo *et al.* 1974:10). This means that local government, as one sphere of government, has an autonomous right to regulate and restructure its administrative structure according to its “own affairs” within the limits prescribed by the South African Constitution, Act 108 of 1996. This concept of “own affairs” can be legally interpreted to mean that neither the national nor provincial governments, under normal circumstances, may intrude on the powers, functions or structure of local government to “such an extent as to compromise the functional status, purpose or character of local government” (RSA Constitution,

Schedules 4 and 5, Act 108 of 1996) in pursuance of co-operative governance principle as stated in the South African Constitution. In this study, the term local government refers to municipal authorities, which have three categories, namely (1) metropolitans or category A; district municipalities or category C; and local municipality or category B in accordance with section 2 (b) of the Municipal Structures Act, Act 117 of 1998 as amended.

The term "authority" is colloquially used to refer to both category A and C types of municipalities, whilst "local" is used interchangeably with category B types of municipalities subject to authorisation by the DPLG and/or MEC of a province. A local authority or category B type of municipality is an institution created to provide prescribed local or municipal services in a city, town or other areas under the city or town as determined by Demarcation Board or authorised in terms of powers and functions by the DPLG in June 2003. In other words, local authorities have limited areas of jurisdiction either under a district (category C) or metropolitan (category A) municipality or may enter into contractual agreements to render services on behalf of a District or Metropolitan Municipality as the case may be. It can be legally interpreted that local authorities are often defined in terms of their powers and functions as service providers, unless authorised to perform authorised functions by the MEC of a particular province or by the Honourable Minister of DPLG, as announced in 2003.

According to authors such as Ranney (1975:473) and Heymans and Totemeyer (1989:2), it can be argued that developmental local government may be described as government by local representative authorities vested with powers which are exercised in a strictly prescribed and controlled manner (section 83[1] of the RSA Constitution). Therefore, local government and administration takes place within the limits laid down by the provisions of the relevant Acts of Parliament and provincial ordinances.

In this study, local authorities in the Northern Cape, therefore, are legally required and/or obliged, as the case may be, to perform the functions prescribed for them by Acts of Parliament (Cloete 1998:254). Furthermore, according to section 84 (a-d, o and p), excluding powers and functions vested in category A and C types of

municipalities in terms of section 83 of the RSA Constitution, local authorities may make by-laws, subject to the approval of either category A or C types of municipalities or the MEC of DHLG (see Cloete 1988:254). In other words, local authorities, within their limited functions and powers granted by Acts of Parliament, in their capacities as legal corporations within the framework of the RSA Constitution, Act 108 of 1996, are expected, though not limited, to:

- compel citizens to pay taxes for water services;
- pass legislation and to enforce that legislation either directly or indirectly;
- take decisions which can affect the rights of the persons,
- exercise discretion to answer to requests or petitions;
- employ staff; and
- allocate resources in accordance with Division of Revenue Act ,March 2003 and Financial Management Act, No.1 of 1999 as promulgated by the Department of Finance (National Treasury).

Cloete (1988:255) adds that local authorities [and councillors] *via* their executive council resolutions, are also required to perform governmental functions in that they have to, *inter alia*:

- give direction to their officials about the manner in which provisions of a relevant legislation, ordinances and by-laws have to be carried out; and
- supervise the activities of the municipal officials to ensure that the councillors are able to render account to their voters.

Based upon the aforesaid Acts of Parliament, it can be argued that local authorities are legal, separate and corporate entities with the power to govern and respect the communities, which they serve. It can be deduced from the above that all Acts of Parliament in South Africa are the pillars for sustainable service delivery and developmental local government, in which capacity building and training programmes for councillors can play a critical role. Taken together, and in conjunction with the

RSA Constitution, these Acts represent the spine of the legislative body for local government powers and functions in which councillors are expected to have appropriate competencies to implement them.

As “*minima moralia*” and “*juristic*” norms and standards of the BVPIsWS, it became clear to the researcher that an assessment of the LGDA requires a consideration of the complete outline of factors listed in the White Paper on Local Government (March 1998) plus several policies that have emerged since that time⁶. It will also need to take account of the future development of existing policies and introduction of the new measures beyond 2010⁷, including in particular any new policy implications stated in the Water Services Framework (DWAF 2003). The literature revealed that the assessment should be broader still and needed to assess the impacts of other DWAF policies and those of other sector departments such as DoE, DoL, DEAT, DoH, DPLG, DHLG and the National Treasury, including public and private institutions in the water sector. The researcher acknowledges, however, that this would undoubtedly present formidable methodological problems and require an unprecedented level of co-ordination of capacity-building and training programmes and initiatives in supporting the LGDA and councillors’ capacity and capability to understand and implement the LGDA in the water sector.

In view of the foregoing methodological considerations, the first stage of any assessment will be to define the objectives of the LGDA against which progress can be measured. The White Paper on Local Government (March 1998) states that municipalities should:

- be in touch with the people;
- provide high-quality services;

⁶ These complex and analytical capacity requirements of various variables of the best value regime (local government developmental agenda) inclusive of relevant policies on water sector and delivery of basic services on available literature have become more complicated. The researcher soon realised that assessing the water services education and training of councillors without taking into account best value regime variables could not lead to meaningful data interpretation. Thus, the researcher soon learned and realised, as feedback from available literature, that the water services education and training needs of councillors should be interwoven with organisational development, and operational strategic management variables explicitly expressed in new local government system in South Africa, which were not originally anticipated or intended in this study.

⁷ The Department of Water Affairs and Forestry (DWAF) has committed itself to reducing the water supply backlog by 2008 and the sanitation backlog by 2010. It is assumed that through ongoing evaluation of and progress reports on water services programmes, a number of policies, strategies and guidelines will be developed to address demands in water services.

- give vision and leadership for local communities;
- improve the quality of people's lives; and
- act more quickly, responsively and accurately to meet the needs and aspirations of the community.

In reviewing strategic objectives of the White Paper and through the literature study, the researcher found that two strategic objectives often emerged. They are, though not limited to:

- achievement of a mixed economy of provision of basic services such as water, electricity, a healthy environment; and
- persuasion of water sector stakeholders that local authorities are the legitimate arbiters in their local areas of all issues of concern in the local self-government of the community.

It can be argued that the White Paper on Local Government (March 1998) stresses the 3 *Es*, which in turn, requires local authorities to:

- adopt a corporate strategy that defines what it seeks to achieve and how it performs against key indicators and community aspirations;
- develop a programme of fundamental performance reviews covering all of its functions over a five-year period in terms WSDPs and IDPs;
- undertake fundamental reviews which challenge the purpose of [water] services and the most effective means of delivering them,
- consultation with local tax payers, [water] services users, customers, consumers, private and public institutions and wide range of other stakeholders in the sector;
- comparisons between potential [water services] providers and tests of the competitiveness of alternative [water services] providers;

- set targets for improved [water services] performance, and publish [water services development] plans for making these improvements in the water sector;
- submit performance targets and performance indicators to independent commissioner reviews; and
- accept referral to the National Accounting Officer (DWAF) in terms of section 13 of Division of Revenue Act, March 2003 as annually amended in cases of serious or persistent failure, with a view to direct intervention in the future running of the basic services such as water in this study.

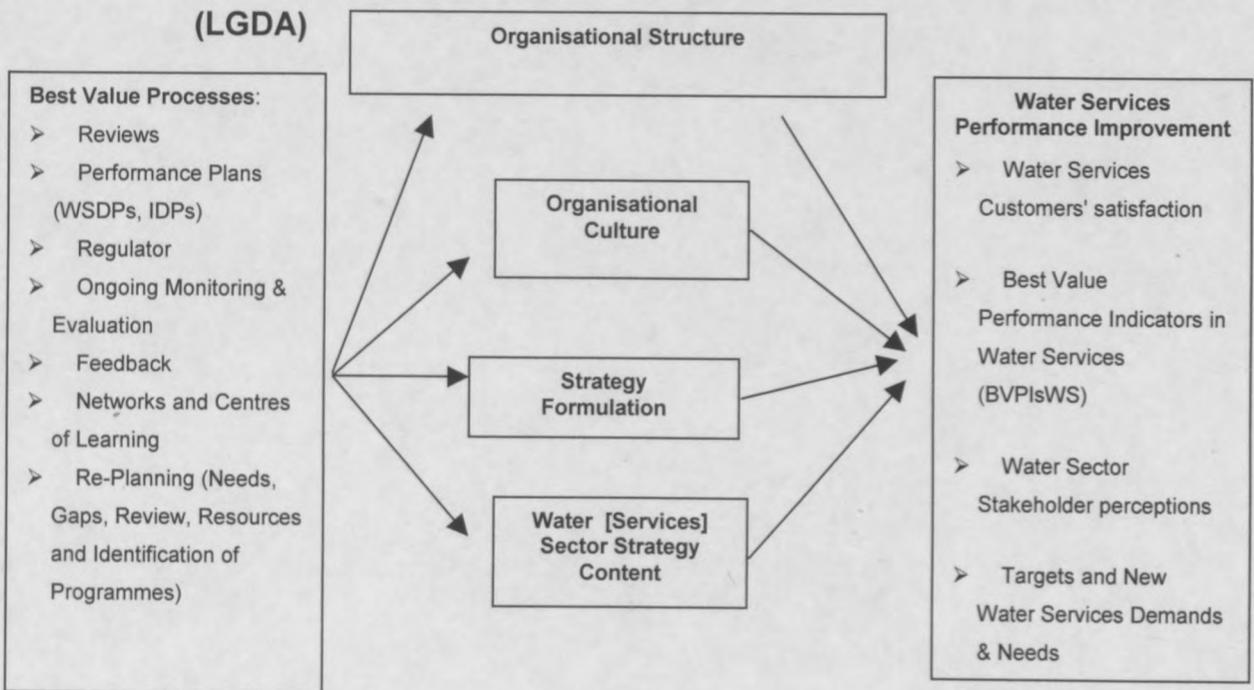
2.2.4 Implications of best value regime on the water services education and training needs of councillors in local authorities in Northern Cape

The traditional approach to TNA has been to focus primarily on the extent to which programmes have achieved their set objectives, at what cost and with what, if any, unintended side-effects (positive and negative). However, it has become clear to the researcher that this is not enough. Accordingly, a simple balance sheet of the costs and benefits of a policy or programme provides only a weak basis for drawing lessons for improvement (Conner 1992:139). It is highly desirable that, as well as demonstrating whether a programme has “worked”, it can also demonstrate “why” and “in what circumstances”. This emphasises the need to focus in this study not simply upon outcomes, but also upon the processes that bring such outcomes (or results) to water services.

It can be argued that a wholly inductive approach, in which all of the effects of a policy are captured is necessary. The policy in question is then judged to be a success or failure if measured against the original set of goals. This is unlikely to be appropriate to an overall TNA of councillors to implement LGDA within the water sector. Instead, it is suggested that it will be important to identify the key features upon which the LGDA is likely to have an impact in water services delivery and which roles and responsibilities of councillors’ (as decision-makers) are crucial in making the impact. It would then also be necessary to devise ways of measuring impact or change. This will include assessment of organisational development arrangements, competencies and expertise of both councillors and officials in local authorities and of

the performance of local authorities. One approach would be to develop a simple model [or theory of change] that maps these intended outcomes and the ways in which the various variables of the LGDA are likely to operate and to interact. Following the work of McGehee and Thayer (1961), Stewart (1971:17) and most recently Boyne *et al.* (2001), a simple model [or theory of change] can be designed to map some of the most important potential links between best value processes, organisational change [as in local authorities and their leadership] and performance improvement [in water services delivery in communities and local authorities' constituencies] as depicted in Figure 2 below in pursuance with Figure 1.

Figure 2: Best value regime or local government developmental agenda (LGDA)



Source: Adopted from Boyne et al. (2001).

Figure 2 demonstrates the framework passed on by central government policy-makers to developmental local government. The national BVPIs, which are used by the central government to judge local authorities' performance, were recently developed in South Africa. The DPLG introduced these indicators during national workshops in October 2002. The DWAF, in collaboration with the water sector and EU through the Masibambane Water Sector Collaboration Programme, subsequently improved these BVPI scores. This was made possible by DWAF's shift from a position of driver to collaborator in delivering water services in which Water Services

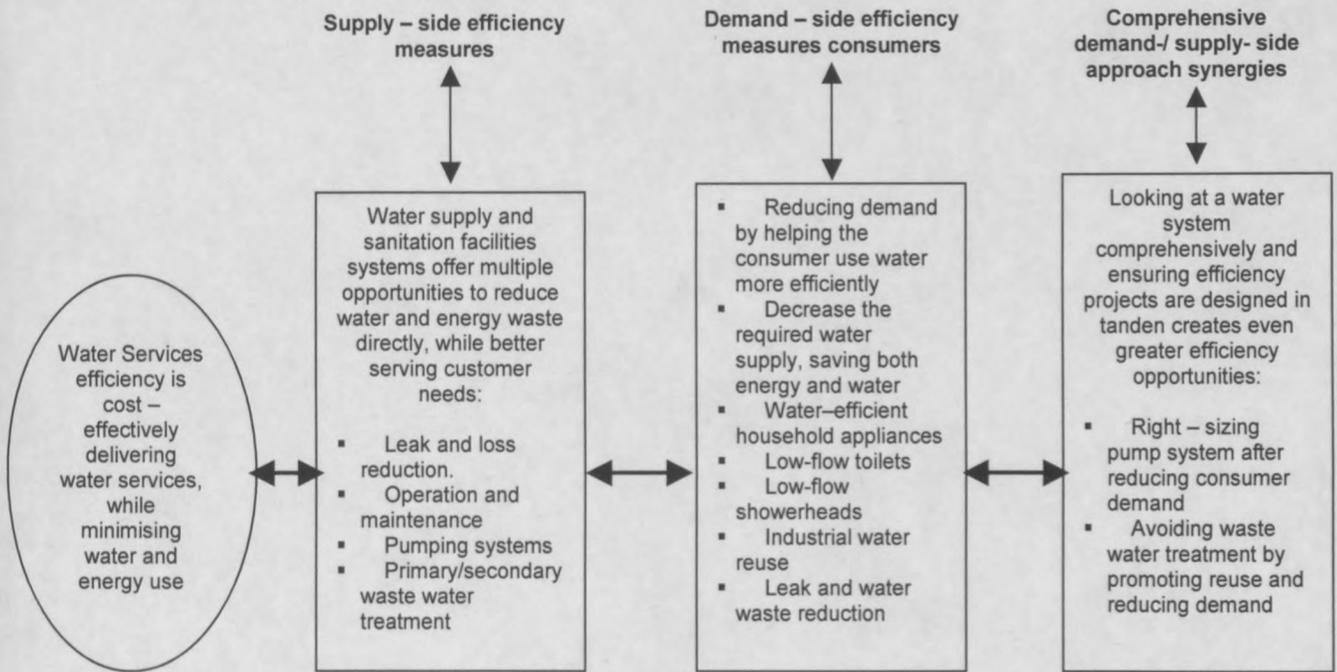
Authority Business Plans with supportive documents on WSAs and WSPs Capacity Assessment Guidelines and Tools were implemented in Kwa-Zulu/Natal, Eastern Cape and Limpopo municipalities. Through the Masibambane water sector approach, the DWAF was able to lay a good foundation within municipalities as WSAs for the successful implementation of Best Value or Theory of Change. According to Leeuw (1995:20), such a Best Value or Theory of Change could have

"[a] system of social and behavioural assumptions that underlie a public policy [on water services] which have been reformulated in the form of propositions. The propositions reflect the beliefs of policy-makers about the cognition, attitudes, and behaviours of the policy's targets group: the people whom the policy is to affect".

However, it will be critical for local authorities to focus disproportionately on those aspects of performance that are externally monitored and measured. Improvement in the BVPIs scores may, therefore, mask deterioration in other areas of performance. The potential "displacement effect" of the systems of performance measurement has long been recognised (Kerr 1975:769-83). The BVPIs in the water sector, despite the good foundation through Masibambane Water Sector Collaborative Programme has not been formally implemented in South Africa, except through reports by individual municipalities in Kwa-Zulu/Natal, Eastern Cape and quite recently in Limpopo. As a result, there is no published research that weighs gains in the measured aspect of [water services] performance against losses in terms of unmeasured [water services] aspects as developed by Dorgan and Langford (2002:31) as depicted in Figure 3 below.

On the basis of the available literature, it can be argued that the water services management model that most local authorities employ to deal with efficiency, irrespective of their needs and capacity constraints, falls somewhere between three general approaches: *ad hoc*; single management; and team (see Figure 5). It is argued that the further they move from *ad hoc* decision-making to a holistic team approach, the more water services efficiency gains they may realise.

Figure 3: Description of water services efficiency



Source: Dorgan. B.J. and Langford D.T. (2002). Watergy: Taking Advantage of Untapped Energy and Water Efficiency Opportunities in Municipal Water System: Washington DC. Alliance to Save Energy, Third Decade Leadership & USAID: p5.

On the basis of Figure 3, it is argued that some common complaints from single water services manager approach employed in local authorities include:

- sufficient control over resources and other staffs time is lacking to improve efficiency;
- many stakeholders from numerous departments are often left under-involved and unempowered on water services efficiency issues, because water services efficiency is not a direct part of their job;
- limited interaction, planning and co-ordination among various departments is detrimental to promote the effectiveness of systematic efficiency measures; and
- efficient water services programmes and projects are more likely to fail if they lack buy-in and co-ordination among departments, executive councils, mayoral committees and ward committees.

Based upon the proposition by Dorgan and Langford (2002:12-13) in their studies in Colombia, Georgia, Fortaleza, India and Brazil, local authorities employing a team-management approach to water services delivery may take advantage of efficiency opportunities. Dorgan and Langford (2002:14) argue that the team approach in these countries managed to mobilise a wide variety of resources and improve communication between political representatives, officials and appointed managers for water services. Additionally, the team approach was able to streamline efficiency project identification and implementation and ensure the co-ordination of activities which *ad hoc* and single-management approaches were unable to do. Dorgan and Langford (2002:15) highlighted the following advantages for the team approach in water services delivery in accordance with Chapter 8 of the Municipal Systems Act and Millennium Developmental Goals:

- commitment by top-level management;
- clearly defined energy reduction goals;
- communication of the goals throughout all levels in a local authority;
- assignment of project responsibility and accountability at the proper level;
- formulation and tracking of energy-use metrics;
- identification of all potential projects on a continuous basis;
- adoption of project investment criteria, reflecting project risks and returns; and
- provision of recognition and reward for achieving the goals.

This team approach can therefore provide a greater benefit to the water users, communities and customers within the water sector, while reducing operating costs, energy use, waste and per capita energy and water consumption.

In view of the foregoing, it can be argued that developmental local government in general and LAs in particular should endeavour to cope with the changing environment. It appears that local authorities in the Northern Cape should undergo organisational development changes in accordance with the best value regime in

accordance with the provisions set out in the Municipal Systems Act and national targets for water services backlog eradication. These organisational developmental changes will enable them to adhere to national KFAs through optimal utilisation of the team approach to water services delivery mechanisms. This necessarily includes new forms of governance and provisioning functions, which must be developed and structured in accordance with various pieces of legislation in line with a best value regime.

Notwithstanding socio-economic, political and environmental changes in the “affairs” of local government defined in the best value regime, which have taken place at a rapid rate in South Africa, there have been limited organisational development and human resource changes in local government. This organisational development and human resource problem has been compounded as their roles and responsibilities are expanded to national and global competencies. This requires, *inter alia*, greater specialisation and capacity building and training for good governance and sustainable services delivery mechanisms, if the developmental goals of local government are to be realised. Thus, the researcher deemed it necessary to explore the benefits of the BVPIs from the international literature and contextualise its evidence in relation to Northern Cape local authorities in the field of water services.

2.2.5 Evidence from the literature

On the basis of Figure 2 read with Figure 1, the researcher made the deductions indicated below:

The theory of change of the LGDA has to make clear which specific prerequisites, mechanisms and activities are specifically important in helping to achieve its aims and bring about its desired outcomes in the water [services] sector in pursuance of national targets to eradicate water services backlogs in Northern Cape *vis-à-vis* Millennium Developmental Goals by 2015.

Although the variables and intended outcomes of the best value regime [or LGDA] are clearly stated in the government documents, the links between these variables are vague and only implicit. Additionally, the White Paper on Local Government does not set out a single clear model of the critical success factors of the best value

regime [or LGDA]. In order to unpack this relationship between best value regime [or LGDA] and local authorities' water services performance, it was useful to analyse a range of official and unofficial government papers, reports, ministerial statements and interviews with sector departments, including organs of civil society within the water sector at strategic level. These resources provided important clues about the intended impact of the best value regime [or LGDA] on organisational independent variables of local authorities (as public institutions) and councillors (as decision-makers in their respective municipalities). Evidence from DWAF documents and Masibambane work plans as a water sector support programme suggests that the variables of the 3 Es to which the Best Value Framework is intended to lead should produce four major types of organisational changes to deliver sustainable water services in local authorities (see Figure 2). They are, though not limited to:

2.2.5.1 Structure

Boyne *et al.* (2002:6) define organisational structure as a "set of rules and roles that shape the relationships between the parts of an organisation". The relationship between organisational structure and performance of organisations was researched widely in the 1960s and 1970s (Dalton *et al.* 1980), but the results of these empirical analyses were often messy and contradictory (Bozeman 1981). Nevertheless, evidence from the literature on private organisations contains some "clues" about the potential links between the structural changes associated with a best value regime [or LGDA] and performance improvement. Authors such as Galunic and Eisenhardt (1994) suggest that the structure-performance link is contingent on the external circumstances faced by the organisation. It is argued that water services performance is positively associated with bureaucracy, centralisation and integration in a simple and stable environment, but is negatively associated with these variables in a complex and dynamic environment such as developmental local government in South Africa.

Based upon the literature review, it has been found that:

- certain local authorities have already commenced implementing self-evaluation and performance programmes, while others are preparing themselves for implementing a best value regime as supported by the

Masibambane water sector institutional development and capacity building and training programme in KwaZulu/Natal, Eastern Cape and Limpopo. As indicated in Figure 3, these local authorities in KwaZulu/Natal, Eastern Cape and Limpopo, as supported through the Masibambane's institutional development and capacity building and training programmes, are positively disposed to the idea of empowering their human resources on the basis of a best value regime and BVPIsWS whose skills and expertise will be optimally utilised for LGDA; and

- local authorities will continue to confront an increasingly complex and dynamic environment (Muller 1996:3; Conner 1992: 139). Indeed, a best value regime is itself likely to accelerate this trend by increasing interaction with a variety of stakeholders in the water sector. Boyne *et al.* (2001:14) add that

“[other aspects of] the local government modernisation agenda, such as the introduction of the new political structures and increased financial autonomy, constitute rapid and multi-faceted changes in the internal and external environments in which local authorities are operating”.

On the basis of findings from the available literature, it appears that the organisational development changes associated with “best value”, if the “regime” is implemented in the ways envisaged by central government and water sector stakeholders alike, are likely to have the following water services performance effects on at least three structural variables:

- local authorities are encouraged to shift from rigid structures that reflect traditional ways of working to more flexible structures that facilitate responsiveness to a changing environment on one hand. On the other hand, a Best Value Regime Framework may lead to more bureaucracy, because it involves formalisation through water services development plans and Water Services Authority Business Plans, which are approved by the Executive Council, and standardisation through ME&R systems as per Water Services Authority Business Plans. Furthermore, National Treasury grants for local authorities require that local authorities should appoint independent assessors (or commissioners) to assess compliance with financial regulations and the Financial Management Act. This assessment and regulation of local authorities

may impose external bureaucratic constraints to the responsible councillors and officials in the Water and Related Services Portfolio Committees;

- Best value for local authorities is expected to respond to the different needs of the different water users and groups. This implies that councillors and officials in turn need the autonomy to provide water services that reflect these various groups or different water users' demands and needs; and
- Water Services Performance Indicators, corporate Best Value Performance Indicators and cross-cutting reviews are intended to pull WSAs organisational development parts, and to reinforce a common sense of purpose across different departments in local authorities. Indeed, the best value guidance (from various interviews with officials who are working for Masibambane programme within DWAF) requires local authorities to undertake at least one cross-cutting review per year and policy-makers have been at pains to emphasise the importance that they attach to the erosion of intra-organisational boundaries.

It can be deduced that the "net effect" of changes in structure will therefore be contingent on the external environment and on the relative magnitude of the contradictory effects of bureaucratisation, decentralisation and integration. The assumption that the structural changes promote Best Value and will necessarily lead to better water services performance on the part of regime [or local authorities] is not clear-cut. This reflects the ways in which the implicit theories being deployed by policy makers embrace a range of potentially conflicting processes and contradictory objectives. For instance, many officials and decision-makers in the Masibambane targeted provinces seem to aim for a combination of decentralisation and integration, perhaps reconciled through a "tight-loose" PMU that contains clear work plans and priorities at the corporate level, but leave Regional DWAF offices with the freedom to pursue these in different ways. However, what is clear in reviewing Masibambane Programme documentation is that in order to understand how a best value regime operates, and whether this matches policy-makers' expectations, it is critical to evaluate changes in the structure of the local authorities.

2.2.5.2 Culture

Barney (1986:656) defines culture as the “core values and beliefs that are shared by the members of an organisation”. Weiner (1988) adds that major aspects of culture include beliefs of organisational purpose and how they should be achieved. The introduction of a best value regime” is explicitly intended to produce changes in these variables of organisational culture. The White Paper on Local Government (March 1998) points out that local authorities must be customer-focused and more responsive to a range of water sector stakeholders. From the White Paper on Local Government (March, 1998), it can be deduced that councillors have a duty and responsibility to secure continuous improvement in the effectiveness and efficiency of [water] services provision, that is, to develop a [water services] performance culture. This may be implemented by various means, which include changing attitudes of councillors to external water services provision, encouraging partnerships with various stakeholders and providers in the water sector and greater willingness on the part of local authorities to out-source water services provision to credible partners and providers in the water industry.

However, despite intensive research by Lim (1995), Peters and Waterman (1982) and Auperle *et al.* (1986), there is no general consensus in the literature on the assumption that certain cultural variables in organisations may contribute to significant performance. For instance, Saffold (1988:550) argues that in order to sustain the conclusion that a particular cultural profile contributes towards enhancing organisational performance, it is necessary to show that the profile generally is characteristic of highly productive organisations, but not less productive ones. It is unfortunate that few studies can provide these critical prerequisites as suggested by Saffold (1988); Cameron and Freeman (1991); Gordon and Tomaso (1992), Ogbonna and Harris (2000), Marcoulides and Heck (1993). However, qualitative studies attempting to overcome this problem are highlighted by Saffold (1988).

Based upon evidence in the literature, it has been found that:

It is cultural type rather than strength or congruence that significantly influences organisational effectiveness (Cameron and Freeman 1991). Cameron and Freeman (1991), in studying 334 higher education institutions with different types of culture,

strongly argue that culture can be associated with different dimensions of performance. For instance, clan cultures are positively associated with staff morale, and adhocracy cultures are positively related to innovation. This implies that an exclusive focus on one type of culture is likely to boost some aspects of performance at the expense of others. They therefore conclude that a single and narrow "Best Value mindset" might not deliver the whole range of performance effects desired by policy-makers.

Likewise, Gordon and Tomaso (1992) suggest in their study of "cultural adaptability indicators" that culture can be positively associated with performance when it is widely shared in the organisation. Similarly, Ogbonna and Harris (2000), and Brewer and Selden (2000) in their studies find that culture has a positive impact on human resource perceptions on performance, but neither study identifies the specific aspects of the variables. Based on these few studies, the evidence is consistent with the proposition that the emphasis of a best value regime on corporate integration of water services business may be an appropriate route to better performance by councillors in Water and Related Services Portfolio Committees. Thus, if the impact of a best value regime depends on a shift towards a new "mindset", the extent of organisational change or [water] service improvement is bound to vary according to the nature of the baseline culture.

It can be deduced that local authorities that are internally oriented and councillors who are stuck in traditional ways of thinking about water services delivery may have the greatest scope for improvement. Paradoxically, the best value regime may make little difference in local authorities where the "appropriate" culture was dominant even before the formalisation of the new local government system in South Africa through the White Paper on Local Government (March 1998). Alternatively, it may be that councillors who already conform most closely to the organisational attributes that a best value regime seeks to produce are better equipped to implement the regime of LGDA and sustainable water services delivery in their constituencies. By contrast, councillors lacking these allegedly desirable attributes may not have the capacity to implement the new requirements placed upon them by various pieces of legislative policies in local government in Northern Cape.

Based upon evidence from the literature, but granted that the nature of the impact is difficult to predict, it is clear that the research on a best value regime emphasises the need to measure change, or lack of change, in the culture of local authorities, and the shift or lack of shift of “mindset” of councillors to new paradigm challenges of best values in water services performance in accordance with national and international national BVPIsWS. Capra (cited in Ray and Rinzler 1993:236) has expressed the shift alluded to in this study succinctly:

“as far thinking is concerned, we are talking about a shift from the rational to the intuitive, from analysis to synthesis, from reductionism to holism, from linear to non-linear thinking. As far as values are concerned, we are observing a corresponding shift from competition to co-operation [in this case between spheres of government and other partners in the water industry], from expansion to conservation [of natural resources such as water], from quantity to quality [of water services delivery to end-users and heterogeneous communities and stakeholders in local authorities in Northern Cape], from [one party] domination to partnership” [in accordance with reconstruction and development programme].

Likewise, intensive discussions and in-depth qualitative interviews with DWAF project managers in the Masibambane provinces [or KwaZulu/Natal, Eastern Cape and Limpopo] regarding the BVPIsWS indicate that there is a shift in the dominant support discourse regarding experience and learning of best values in the water sector as whole. This shift from a phase which views local government support as the primary responsibility of the central government to an inter-disciplinary discourse which emphasises partnership and co-operative governance within the water sector, is clearly apparent in Northern Cape as revealed in Chapter 4.

In view of the foregoing, it can be deduced that councillors as decision-makers in local authorities are expected to have a maximum conceptual mindset on water services delivery mechanisms, one which is responsive to the water services demands by various types of water users. However, the legacy of the paternalistic and undemocratic tradition within local authorities could imply that councillors are unfamiliar with new roles and responsibilities for facilitating water services delivery through creating an enabling environment. Based upon evidence in the literature, it is doubtful that newly elected councillors within newly established local authorities may have complied with the rule of law as follows:

- the executive institutions and councillors alike should not be allowed to exercise discretionary powers that are too wide and unrestrained, nor should they be allowed to act in an arbitrary manner; that is, councillors should not exceed their powers under the law and/or whatever they do should be *intra vires* and not *ultra vires*;
- there should be justifiable reason for the act or decision (which is above politics or party interests in dealing with the public or water consumers, that is, *bona fide* instead of *mala fide* and;
- *audi alteram partem* (listen to other parties and electorates interests) should apply (Cloete 1991:74).

With reference to the decision-making processes by councillors in local authorities, it has been found, through this literature review, that:

- there is a need for capacitating especially newly elected councillors in open democracy, and
- there is a need for the local government affairs and sector to develop a conceptual framework or model of inclusive participation of electorates and communities in decision-making processes for accountability of councillors in their actions and decisions, if sustainable water services are to be realised. Accountability is an important tenet, which has to be respected by councillors when conducting public matters such basic water supply and sanitation facilities.

It can be deduced, therefore, that the development of an accountability model for councillors could serve as a useful guide for councillors (as decision-makers), especially when attempting to promote the welfare and socio-economic development of their constituencies in order to add value to electorates (De Jager 1985:36). This point highlights a gap in the LGDA as prescribed in the White Paper on Local Government (March 1998). In addition to the four variables discussed in paragraph 2.4. submitted by Wesolowski (2000:369-77) that influence councillors' decisions, Du Toit (1985:23-25) lists three qualities of councillors as representatives, which are applicable to this study. They are:

- a councillor must be seen as a delegate who reflects the demands and wishes of all the people whom he or she represents. In terms of this interpretation, the representative is seen as an agent or messenger of his or her Ward Committee;
- a councillor must act on behalf of the voters by giving his or her attention to their demands and wishes, but not directly. He or she is instead permitted to use their own initiative to promote the interests of the Ward Committee or constituency. In this case, he or she is often seen as a trustee; and
- a councillor must be seen as “politicos”, which means they fight for the approval of bread and butter legislation favoured by their Ward Committees

It can also be argued that, despite an enabling environment for effective decision-making by councillors, councillors in the Northern Cape may not yet have internalised the identified framework for LGDA. Thus, it is essential that sector departments and organs of civil society should make persistent efforts to facilitate information sharing sessions and programmes with councillors to comply with the Rule of Law on the public accountability of councillors. This requirement is based on the proposition that open democracy at local government level is a prerequisite for an inclusive and effective decision-making process as well as for the acceleration of water services delivery to the poorest of the poor. This inclusive decision-making process requires greater co-operation between all parties and stakeholders, particularly in poor provinces in South Africa such as Northern Cape, but without losing sight of the ongoing and changing dimensions in which local government operates including the far reaching implications imposed by the announcement in 2003 of powers and functions for local authorities. It is envisaged that information-sharing sessions and programmes to assist councillors should, *inter alia*, include the following themes from the point of view of a systems model:

- definition and process of decision-making theory;
- open democracy and community participation models;
- evaluation of decision-making models available to the decision-makers;

- decision-making tools which attempt to place the process on an objective basis and above individual subjective and biased interests; and
- evaluation of the individual councillor as singular decision-maker versus group decision-making processes.

However, it should be noted that such information-sharing sessions and programmes to facilitate a rational approach in decision-making processes by councillors cannot be seen as a sufficient for undermining perceptions among councillors against the *rule of law*. They should be seen as attempts to minimise irrational thinking among councillors and to facilitate unbiased use of discretion of councillors, thereby making reasonable and accountable decisions in the water sector.

2.2.5.3 Strategy formulation

It will be necessary for local authorities in their endeavour to cope with a changing environment and to undergo structural changes. This necessarily includes new forms of water services and water resources management strategies, which have to develop these structures after the announcement of powers and functions in 2003. This can be done in respect of the organisational design of the WSAs in accordance with the announcement of powers and functions to these new authorities in South Africa in general and the Northern Cape in particular. The power to enact newly authorised WSAs lies with decision-makers in municipal councils or mayoral committees. Yet, there is little evidence in the water sector on the BVPIsWS and degree of achievement these will have upon the structural variation.

It appears that the formulation of a water [services] sector delivery strategy by individual WSAs will not only assist newly authorised WSAs in Northern Cape, but it will also lead to more effective and efficient utilisation of resources. However, for this to happen newly authorised WSAs need more creative and innovative management styles in the water business industry, so they can be seen as representing strategic responses to the growing appreciation of the dynamic and systematic nature of the water sector environment facing them (Haynes 1980:38). Strategic planning provides councillors with an opportunity to adapt to environmental changes in the water sector. Strategic planning should include an active, creative and most decisive search for the

required implementation of strategies open to them by the authorisation of their local authorities (Gharajedaghi and Ackoff 1986:30). Hax and Majluf (1984:72) argue that councillors' active participation in delivering water services can be effected by linking strategic planning to other parallel development processes such as management control, communication and information dissemination of policies and regulations of water services. In other words, councillors are expected in their capacity of "trustees" and "politicos" to manage the process by creating a *continuum* between their WSAs' past, present and future. Certain assumptions underpin this approach. They are, though not limited to:

- WSAs comprised of divergent interests, values and varying degrees of power including resources;
- the co-presence of both internal and external stakeholders with specific interests in the organisation generates demands on the organisation emanating from both external and internal environments;
- water users' and stakeholders' interests may reflect both common and countervailing influences which may compete with each other for scarce resources;
- the organisational recognition of divergent interests and values is necessary in order to formulate corporate philosophies and strategies for participative accommodation which is synergistic of values, sub-cultures and group goals in advancing BVPIWS and LGDA;
- social partnerships between stakeholders and water users may be possible, provided that the independence of individual stakeholders is not undermined in the process (Horwitz 1988a:5-7).

In view of the foregoing, Mintzberg (1994 cited in Boyne *et al.* 2001:9-11) submits three types of strategic planning which are assumed to be applicable to newly established WSAs and councillors in Northern Cape as follows:

- rational planning whereby variables of the external environment and the organisation itself are scanned and future circumstances are forecasted; a

variety of policy options, many of which differ substantially from the status quo, are identified and evaluated;

- incremental planning whereby strategies emerge from collective bargaining between internal groups and parties in the organisation, and between the organisation and its external stakeholders; and
- logical incremental planning, which is a combination of rational planning and incrementalism whereby the emphasis remains largely on the politics of the strategy development and the need to build and maintain consensus.

Given the national BVPIsWS by the central government in pursuance of the national targets on the eradication of water services backlog and Millennium Developmental Goals, it seems logical to argue that rational planning could be more appropriate for WSAs in the Northern Cape as opposed to incrementalism, which lacks logic and targets. Many principles that underpin BVPIsWS emphasise the benefits of rational planning as an approach to water services strategy formulation. Boyne *et al.* (2001:20-21) in their survey of 314 local authorities in the UK suggest that in the first year of the statutory Best Value Regime, members and officials see most local authorities as characterised by the co-existence of what have normally been seen as rather different approaches to strategy formulation. Accordingly, Boyne *et al.* (2001:20-21) found that there were variables that detailed forward planning (67%) and option appraisal (73%) normally associated with "rational planning". Also, all the respondents in their study reported that the level of political support for policies was an important determinant of strategy formulation (68%), something which is usually associated with incremental approaches. However, the highest proportion of respondents saw strategies as having broad goals and objectives and being subject to a process of on-going adjustment (80%). Boyne *et al.* (2001:22) concluded that there are no clear-cut findings on whether rational planning leads to better performance. Over fifty statistical studies of the link between planning and the success of private firms have been conducted in United States of America (USA). According to Boyne *et al.* (2001), the evidence shows, on average, a small but statistically significant positive relationship between planning and performance. Additionally, the impact of planning may vary with the environmental context of WSAs. Some studies find that rational planning works best in stable environments

(Priem *et al.* 1995: 913-29). Thus, all that can be hypothesised is that the impact of the shift towards rational planning will vary with environmental context.

2.2.5.4 Water [services] sector strategy content

In the context of Best Value Regime in South Africa, the water [services] sector strategy content is principally concerned with the services that are provided and the methods by which they are delivered in an integrated manner. The best value regime (or LGDA) is intended to stimulate two major changes in the water [services] sector strategy content, which are:

- greater innovation in water services provision; and
- greater use of various forms of water services providers such as Water Boards, NGOs, Regional Water Utilities, Community Based Water Services Providers, Public Private Partnerships, and Municipalities.

The expectation that local authorities and councillors will be innovative by developing new ways of delivering water services is explicitly expressed in the White Paper on Local Government (March 1998) and other pieces of legislation in South Africa. This means that councillors in local authorities are expected to create, nurture and manage the water sector environment in order to promote various forms of water services delivery mechanisms. Another part of this process has been the collection of new ideas in South Africa associated with what has come to be known as the "New Public Management". Central ingredients in this new paradigm or thinking within the water sector in South Africa have been the proposition of explicit standards and measures of performance in the public sector inclusive of PPPs and local authorities, the greater emphasis on the outputs rather than inputs, the shift to greater competition in the public sector, an emphasis on private-sector styles of management of water services business, and a stress on greater discipline and parsimony in resource use. Figure 18 in Chapter 4 demonstrates how local authorities can give effect to water services delivery mechanisms, despite any organisational development arrangement (structure) and form of water services delivery decided upon by councillors (leaders) in their council resolutions.

Figure 18 also demonstrates the proposition that innovativeness of local authorities is related to the rate and speed of adoption of a number of innovations in a given time period. The basic hypothesis is that high-performing local authorities and councillors consistently adopt a larger number of innovations. The following relationships on innovations are identified in literature. They are, though not limited to:

- product and process innovations are more prevalent in successful than unsuccessful organisations (Damanpour and Gopalakrishnan 2001:450-65); and
- administrative innovations influence organisational efficiency, whilst technical innovations influence effectiveness (Subramanian and Nilakanta 1996:631-647).

It can be conjectured that water services improvement in local authorities in Northern Cape will be associated with not only the number but also the nature of innovations in water [services] sector strategy content. The latter is due to the proposition that the best value regime places a strong emphasis on the need to create various forms of water services delivery mechanisms. Such partnerships with various forms of water services providers indicate that outsourcing is closely linked with a reduction in direct spending on services. However, there is little evidence that outsourcing leads to more efficiency, effectiveness and equitable distribution of resources to benefit the poorest of the poor, perhaps, because of the transaction costs of negotiating with contractors and monitoring their activities and achievements (Boyne *et al.* 2002:19).

There has been much debate over the advantages and the disadvantages regarding outsourcing of water services provision in South African local government. For instance, the Department of Water Affairs and Forestry (DWAF) recently commissioned a study to determine the impact of five water Public Private Partnerships (PPPs) in 2002. It was found that, while there is a degree of variability in the impact of current contracts on the poor, it is evident that overall there has been a substantial improvement in service coverage and in the quality of tariff policy applied in the areas served by the contractors. The study concluded, *inter alia*, that:

- PPPs generally lack a poverty focus (as in equity distribution of basic water services resources) because the core issues tend to revolve around financial and technical issues. In order to ensure a poverty focus (as, for example, to cater for the needs of the poor in terms of government's Free Basic Water Policy (FBW)), pro-poor policies should be in place before entering into a partnership with the private sector;
- tariff structures must address the needs of the poor as tariffs have a major impact on the poor households' cash flow and their ability to afford and/or pay for the services rendered; and
- pro-poor policies must be written into the contract itself .

The findings of the DWAF commissioned study justify the proposition that consultation processes for outsourcing water services and partnerships in delivering basic water services will be most successful in authorities where councillors have skills in administration, management, legal matters, and in negotiations and programme evaluation. It appears that with the inevitable turnover of councillors, there will be ongoing need for municipal capacity building and training to allow newly established WSAs and newly elected councillors to develop the skills to understand the potential of PPPs and the municipality's partnering role and responsibilities.

However, the above-mentioned study falls short of exploring a number of factors that are thought by the researcher to have a significant impact on the efficiency of PPPs—local authorities contractual relationships in delivering efficient and affordable water services. These are:

- variables of the existing water services such as frequency of water services distribution;
- the community's water services demands and requirements, including the manner of collecting water tariffs;
- limitations of the water services imposed by the environment such as complexities imposed by population density in urbanised municipalities with large informal settlements, and topography in deep rural community settings;

the influence of land or garden areas, family size, and household incomes, and restaurant usage as revealed in Chapter 5 of this study;

- council's utilisation of various productive factors, including the degree of automation, and
- other municipal services such as waste removal services in terms of the Environment Act in South Africa.

Furthermore, despite the intention by the central government to develop investment based on PPPs, the resource capacity of most local authorities makes it impossible for them to meet the requirements of the private sector capital market. DBSA estimated in 1998 that only about 15% (100 - 150 of municipalities out of 1843) would meet such conditions, and the remainder are limited to obtaining loans from DBSA or grant financing from the national government. It is assumed from the Viability Project report in June 2002 that the situation is even worse for Northern Cape local authorities. Furthermore, despite the scarcity of these loans, past experience shows that many of these grants have been spent ineffectively. In many situations high levels of service have been provided to a limited number of recipients without regard for affordability, replicability or sustainability. In this context, therefore, the shift towards private sector investment is not only conceived in terms of financial resources, but also in terms of supplementing human resource capacity at the municipal level of government. The vision is to replace inefficient and irrational investment with a systematic approach based on long-term planning, running costs and ongoing operation and maintenance.

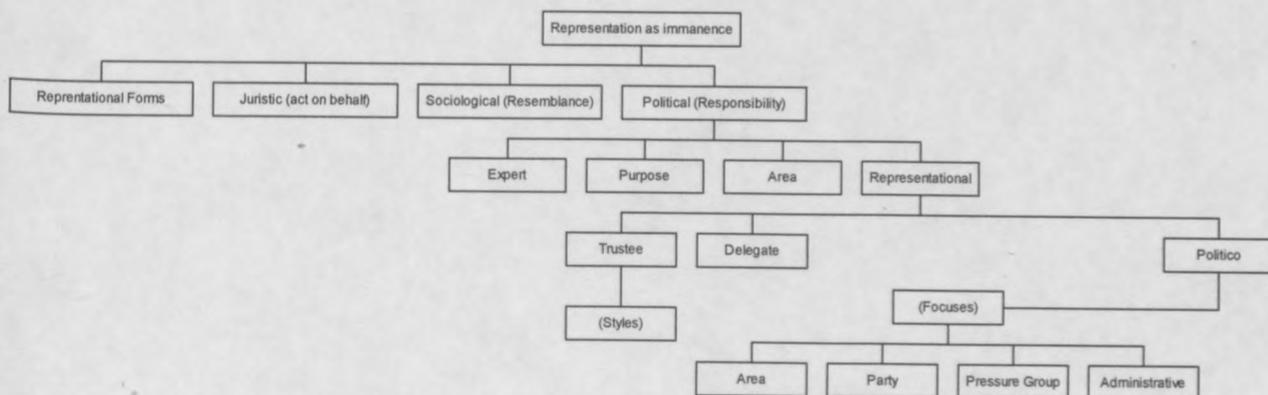
On the basis of foregoing, it has been found that:

To pursue and optimise the opportunities for PPPs in municipal water services delivery, the national government (DWAF) has to take a number of significant steps to strengthen actions at the local sphere of government. The two central pillars, though not limited to are: to develop an enabling environment through an inclusive regulatory framework; and capacity building and training of both councillors and officials. It is argued that both these pillars fundamentally distinguish the operating context from strategic issues within the water sector.

2.3 Local politics and representational theory

Modern representational theory in local government begins, *inter alia*, with Edmund Burke's address to the electors of Bristol following his election as their Member of Parliament in November 1774. In his address, cited in Hoffman and Levack (1970:15), Burke accepts that a councillor should give due weight to the opinions of his/her constituents and in all cases prefer their interests to his/her own, but he argues that the wishes of constituents do not take precedence over the representative's view of what actually constitute their best interests and the greater national interest. Burke argues that a representative or councillor is not a delegate mandated to obey his/her constituents' expressed wishes, but rather is entrusted to pursue their interests as he/she sees fit, even if this involves steps contrary to their expressed opinions. The Burkean representative is a trustee, relying on "his/her unbiased opinion, his/her matured judgement, his/her enlightened conscience over his/her constituents and wishes" (Rao 1998:20-21; Hoffman and Levack 1970:15) as depicted in Figure 4 below.

Figure 4: The Representational Role System



Source: Rao (1998:31)

This Burkean model of representation assumes that, due to the historical development and nature of local authorities, amongst other things, in their provision of water services to their communities councillors as representatives operate within an open system of democracy. In other words, councillors are expected to be

sensitive to the needs, wishes, expectations and demands of their constituents⁸. It is further assumed that councillors need to be adaptive and flexible in order to accommodate the influences and effects of the various dimensions prevailing in their environment so as to satisfy the needs of their constituents. Ballard (1991:11-20) adds that councillor performance and reasonable decision cases should be evaluated against three identified and defined normative criteria with their associated sub-criteria, which include, though are not limited to, the following:

- the maintenance of the philosophy of democracy;
- the effective achievement of the purpose of local government, namely to improve the general well-being of communities; and
- councillors' decisions being based on the prevailing modern and global values and norms in the world and communities.

For Burke and classical liberal theorists, this division is an essential protection against the possibility of majoritarian tyranny in the name of democracy. Critics have argued, however, that such a representative arrangements have served to curb popular democracy and ensure the rule of a privileged elite, with democratic control being largely symbolic (Smith and Wales 2000:51). It is argued that the proposition of political equality that is essential to a liberal democracy can be undermined, to a large extent, by socio-economic and cultural inequalities. Economic power and social influence may undermine the assumption of political equality on which representative forms are frequently defended. Gutmann and Thompson (2000:161) argue that innovation in democratic practice is one alternative to bridge the divide between the mass of the people and the political decisions taken by councillors on their behalf. This is defined as a process of democracy "in which decisions and policies are justified in a process of discussion among free and equal citizens or their accountable representatives. [This also includes]...the process that involve reasoning, open debate and reflections on the opinions of others so that the course of deliberation new positions and understandings will emerge" (Stoker 1977: 166).

⁸ Gumbi, M., Maleka, V and Mchunu, M (1995). Open Democracy Act for South Africa: <http://www.law.wits.ac.za/docs/oda4ms.html>. Accessed and retrieved in 25 May 2003.

On the basis of the foregoing, it can be argued that deliberative democracy may lead to new solutions and better decision-making. Deliberative participation in political decision-making, then, is proposed as a means to facilitate wide-scale participation in political decision-making. This may overcome the imbalances created by socio-economic and cultural inequalities in local government. This view of democracy appears not as one of a passive majority and an elected elite, but “a democracy in which every individual [in local government and communities] has the perceived power and the right to participate in the political process not only by casting an occasional vote but also by a continuing dialogue with his/her elected representative and his/her fellows” (Lishman 1974:1-5).

Furthermore, it can be argued that deliberative democracy is an alternative to technocratic and instrumentalist planning (Hain 1976:29; Lishman 1980:8) whereby councillors’ decisions were/are imposed from provincial and national to local spheres of government that frequently appear to neglect and marginalise the needs and wishes of local people. It can be argued therefore that the application of deliberative democracy in local authorities and its relevance to the needs of represented populations depends on the calibre and characteristics of councillors. If councillors are lacking in innovative ideas for public participation in developing WSDPs and IDPs in accordance with the legislative framework, it is assumed that disappointment and disillusionment with councillors may undermine the purpose of open democracy and Best Value Regime as aforementioned.

Despite the possible flaws that may occur in various Acts of Parliament, they definitely seem to advance open democracy, accountability and transparency. The central values underlying these Acts of Parliament in their quest for developmental and representative local government are vital cornerstones in giving effect to a vision of truly free and democratic local authorities. As such, they deserve the support of all councillors across the political spectrum in local authorities. It is in the light of this integrative management requirement from councillors that Dorgan *et al.* (2002:11) propose a management model in water services systems as indicated in Figure 5.

Figure 5: Water Services Management Model

Low Efficiency Potential	Type of Water Services Management	Key Characteristics	Tools and Resources
	Ad Hoc	<ul style="list-style-type: none"> This is often the default approach Upper-level management & Executive Council focus is limited Efficiency activities are done without considering system wide impacts Little or no communication takes place among operating units 	<ul style="list-style-type: none"> Water and energy metering or monitoring infrastructure is limited or non-existence Water and energy data available are neither widely shared nor prepared in usable form Project funds are often unavailable
	Single Manager	<ul style="list-style-type: none"> Response is often focused on one particular opportunity Upper-level management and Executive Council recognises the need to focus on water services delivery efficiency Limited communication, but insignificant level of collaboration takes place among operating units Efficiency manager has little direct control over key personnel 	<ul style="list-style-type: none"> Financing is available on the merits of the actual project Data gathering occurs, but is limited in scope and distribution Some personnel and equipment are designated for specific programmes or projects Programmes or projects are funded on a case-by-case basis
High Efficiency Potential	Team Management	<ul style="list-style-type: none"> Response approaches efficiency as a system wide issue, all operating units promote efficiency Upper-level management makes efficiency a priority and regularly checks on progress System maintenance is an integral part of day-to-day activities Managers and councillors recognise inter-connection of various parts of the system in designing efficiency projects Water utility efficiency team leadership has some control over key personnel of the municipality- ^ provides the direction and degree of efficiency 	<ul style="list-style-type: none"> Major data collection programme with broad range of skills distributed reports Efficiency is a key component of all financial decisions Cost savings from programmes and projects are often put back into a fund for additional upgrades Other innovative funding mechanisms are often available to implement programmes and projects

Source: Dorgan and Langford (2002:11). *Watergy: Taking Advantage of Untapped Energy and Water Efficiency Opportunities in Municipal Water Systems*. USAID: Alliance to Save Energy. Third Decade of Leadership: Washington, DC. E.David Luria Photography.

2.4 Characteristics of councillors

Wesolowski (2000:369-77) identifies four types or characteristics of representatives that influence a councillor's role in local government. In a transitional period, knowledge about the type or characteristic of the representative might be of importance in so far as the transition is of a socio-economic, cultural or political nature. These types or characteristics are, though not limited to:

- professional economists;
- business owners;
- international development agents and technocrats; and
- elites.

In addition, the researcher has observed from fieldwork that there tend to be three types of councillors in local authorities. Firstly, the ordinary politician, that is, one who makes a living of politics as permanent job. Secondly, a councillor with a calling, that is, a councillor who lives for politics and who realises a certain programmatic and political duty. Thirdly, the charismatic leader endowed with exceptional abilities, personal qualities, a high degree of responsibility, and a high political standing on LGDA in pursuit of national and global targets.

In local government, which has enormous challenges (Kiggundu 1989:170), it appears that charismatic councillors are required. This is because the articulation of local government legislative frameworks and the implementation of policies is a very complex process as it involves the interaction between general programmes of parties, associations, local pressure groups within local authorities, on the one hand, and spontaneous individual perceptions of reality, on the other hand. Such charismatic leadership characteristics are an indication that local authority councillors are empowered to:

- plan and organise collective action for, in the case of this study WSDPs and IDPs. Democracy assumes that political action is structured. It should be a defined goal. It is not an act of spontaneously putting shoulders to the wheel;

- have a high concern for communities and voters in delivering reliable water services;
- have scientific knowledge of the community and customers as a means for the ongoing assessment process;
- pass information to communities and customers, explaining the council decisions, mission, goals and other water services plans;
- motivate other councillors and officials in order to improve performance on the delivery of sustainable and efficient water services in a local authority;
- generate social phenomena and processes at a level appropriate for the initiation of political discussions based on facts and logical evidence;
- infuse general human values into pragmatic solutions and then into social reality; and
- elaborate a sequence of steps necessary in collective actions. These tactics and strategies must be issue-specific and dynamic.

Against this background, councillors' leadership styles relate to management. In order to appreciate the complex process of councillor leadership and management in local authorities, one has to understand the aspects of authority, power, influence, delegation, responsibility and accountability. Councillors have to take responsibility for the most general aspects of the social transformation to democracy in local government. Hence, councillors are desperately needed for implementing developmental local government. Because councillors have different abilities and skills, there is a need to create synthesis in their functions. Such a synthesis can be produced under conditions of co-operation between segments and parties in local authorities. The latter is due to the proposition that the Constitution and other pieces of legislative frameworks for local government are in place and they all spell out the role of councillors in water services delivery. Furthermore, the Water Services Act, Act 108 of 1997 in accordance with the Municipal Structures Act, gives councillors the following roles:

- identifying and prioritising the needs of communities living within the area of jurisdiction of the municipality or water services authority;
- developing strategies and water services programmes to address these needs, taking into account the financial and economic implications of the desired water services;
- determining the methods and mechanisms for delivering sustainable and affordable water services to communities and customers;
- review and monitor water services provisioning systems on an ongoing basis and align such services with the municipality's broader social, and economic development objectives, thereby facilitating job creation and promoting entrepreneurship; and
- in planning their water services development plans as a component of integrated development plans, councillors are expected to consult with communities, officials, local businesses, water boards, community based organisations, non-governmental organisations, ratepayers associations, residents and other stakeholders.

It has been argued that the complexity of the legislative framework for local government and the associated delivery of water as a natural resource to communities poses special challenges to councillors in local authorities, especially in so far as visioning, consensus building and flexibility in style are concerned (Cameron 2001:114; Wijesekera and Sansom 2003:471-475). Engaging major actors and stakeholders in the water sector concerned with sustainable delivery of water services in an integrated manner is seen as an essential step in building momentum and commitment for addressing the water services backlog and the legacy of apartheid in various communities (Horwitz 1998:54; Wijesekera and Sansom 2003:471-475).

Although the Constitution assumes that local authorities and councillors have the capacity and capability to make reasonable decisions within the *milieu* of greater community participation in the water business cycle on the basis of the Rule of Law on Public Accountability by Councillors (Cloete 1991:17), it is argued that to meet such expectations will require a comprehensive and co-ordinated water services education,

training and development programme for newly elected councillors. This will enhance their knowledge and skills to make reasonable and informed decisions as per the legislative framework.

2.5 Overview of this chapter (summary)

The researcher has undertaken a theoretical explication in local authorities by attempting to make explicit the implicit assumptions in various pieces of legislation concerning LGDA in South Africa in general and in the Northern Cape local authorities in particular. This was done by identifying some of the major variables of the LGDA (or best value regime) with reference to the water sector, specifying the performance objectives of the developmental local government concept, unpacking the relationship of local authorities changes and the implementation of a best value regime to water services improvement, and delineating as far as possible the potential relations between a best value regime (or LGDA), local authorities' organisational development arrangements and better performance with reference to the water sector.

However, the researcher's discussion of most of the variables of Best Value Regime (or LGDA) has highlighted the limitation of this study design and problems that arise in clarifying the theoretical basis of LGDA within Northern Cape local authorities. The latter is due to the notion that the variables and objectives of a best value regime are usually ill-defined, ambiguous and vaguely stated, while studies in most variables are not properly conceptualised or operationalised nor co-ordinated to provide the researcher with a coherent framework for analysis. Even if it were possible to identify the organisational changes that are intended to bring about better results in the water sector, it was not possible to undertake an *a priori evaluation* of the consequences of change and restructuring of local authorities. Moreover, empirical evidence on the relationship between local authorities and their water services performance variables are implied or limited and not extensively documented by water sector stakeholders. Although many empirical studies on the private sector are available, they do not necessarily cover the specific dimensions of local authorities' changes and challenges. Furthermore, many policy-makers in the DWAF and sector partners acknowledge that the new local government system in South Africa is unlikely to operate in a straightforward way. This is partly due to the fact the policy process is usually informed

by relatively “simplistic cause and effect models” including some of obstructive factors as discussed in Chapter 1.

Despite this methodological problem, the analysis was able to highlight the need to clarify the theoretical basis of new local government system reforms in the Northern Cape and elsewhere in delivering and improving water services to water users. The research has also narrowed the field and thus helps to obviate the need for broader data trawling associated with more inductive approaches (Mouton 1999: 80-81). The conceptual framework appears to be logical, consistent and producing a best value regime. Testable models for the relationships between local authorities transformation variables, that are imposed by various pieces of legislation and new powers and functions, and water services performance were generated.

The conceptual framework assumes that the various aims of the BVPIsWS would be reached if the capacity building and training programmes for councillors were properly implemented. The logic can be constructed as depicted in Figure 6 to read as follows:

Figure 6: Logic Chain of LGDA

The Department of Water Affairs (National Government) with its sector partners receive instructions from Parliament (or Cabinet) to formulate and articulate the theory of best value regime or LGDA based on KFAs over a number of years



Provincial government and other provincial structures take ownership of the proposition of best value regime (or LGDA), taking into account the explicit DWAF KFAs objectives and implement it in collaboration with local authorities.



The theory of a best value regime gets translated into practice in 5 district municipalities and hub Centres (for co-ordination and facilitation purposes) and 26 local authorities in the Northern Cape province through the consistent implementation by WSPs and other partners by means of contractual arrangements as depicted in Figures 2 and 3 respectively.

Source: Researcher (2003)

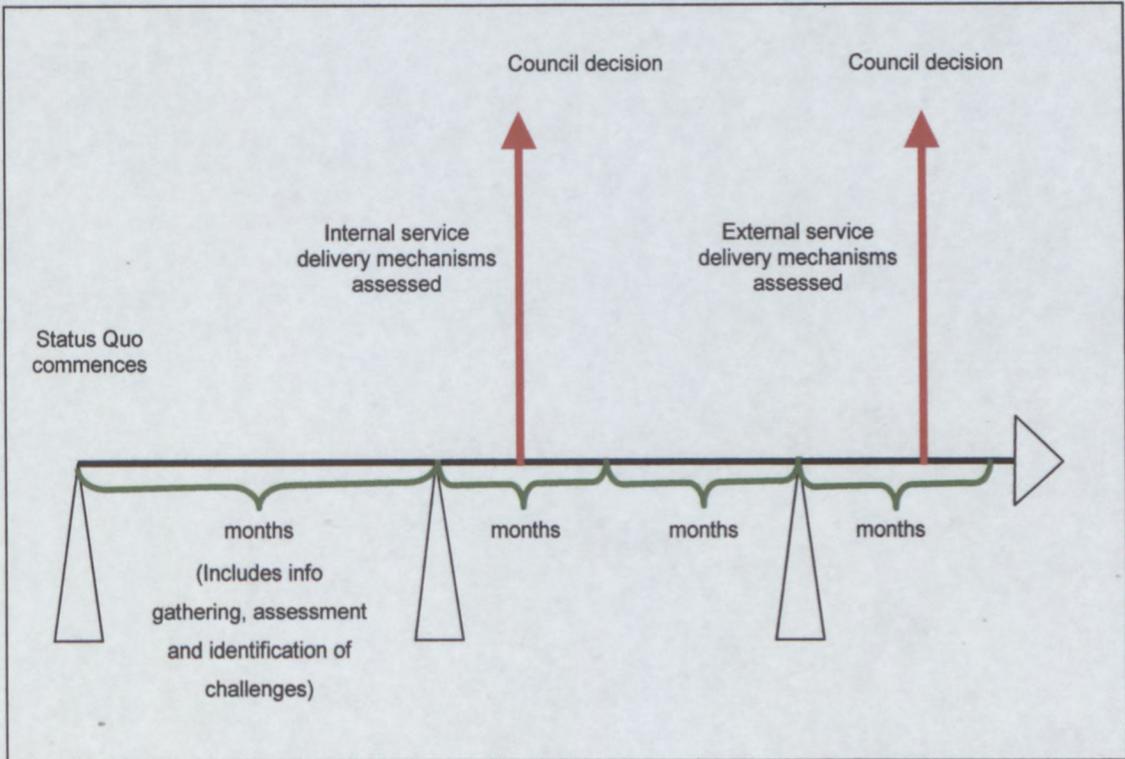
The logic of this process is based on the successive realisation of each link in the chain and the feedback from implementation agencies that include local authorities to water services policy formulation institutions at national level such as the DWAF and

its national sector partners. Currently, this causal chain or link is missing in the water sector. It was therefore not possible to determine whether linkages and synergies do exist or not and what were the so-called "geo-political effects" of each local authority (this term was coined by Mouton 1999:42-44).

Furthermore, it is understandable that practical matters of implementation, budgeting and administrative procedures in terms of the Financial Management Act of 1999 and Division of Revenue Act (March, 2003) would take up most of the time at provincial and national levels, it is remarkable that so little effort was invested in getting clarity on what exactly should be the observable and manifested outcomes of the organisational development support for local authorities in the Northern Cape in order for them to realise the best value regime as opposed to the Masibambane provinces, namely Eastern Cape, Kwa-Zulu/Natal and quite recently Limpopo. In these Masibambane provinces the concepts of "symbolic slogans" such as MAAP, WSABP, integration of WSDPs with IDPs processes, advice to municipalities on appropriate organisational development arrangements for water services delivery mechanisms and support, empowerment and holistic transformation, decentralisation of water services to municipalities as part of the regime change, were given widespread ideological and philosophical acceptance by the provincial structures and local counterparts in which DWAF officials spent most of their time and effort in guiding local authorities and partners. Mouton (1999:42-44) would have argued that it is essential that broad GOALS and AIMS on Best Value Regime and BVPIsWS be translated into concrete objectives and tasks, thereby clarifying early in a programme planning phase the APPROPRIATE MEANS that will lead to the realisation of these goals for a best value regime in pursuance of the national and global Millennium Developmental Goals. In this way, as was the case in the Masibambane Provinces, "rhetorical slogans" such as "to ensure effective water services institutions", "improvement of quality of life by ensuring access safe drinking water supply and adequate sanitation facilities", "to help the communities and local municipalities' to deliver sustainable water services", "to empower municipalities", and "to make councillors and officials more effective" would be replaced by "*praxis*" to the highest degree, despite the possible implications and impact of the recent announcement of powers and functions for local authorities in 2003 and the abilities (or capabilities) by local authorities to meet certain targets

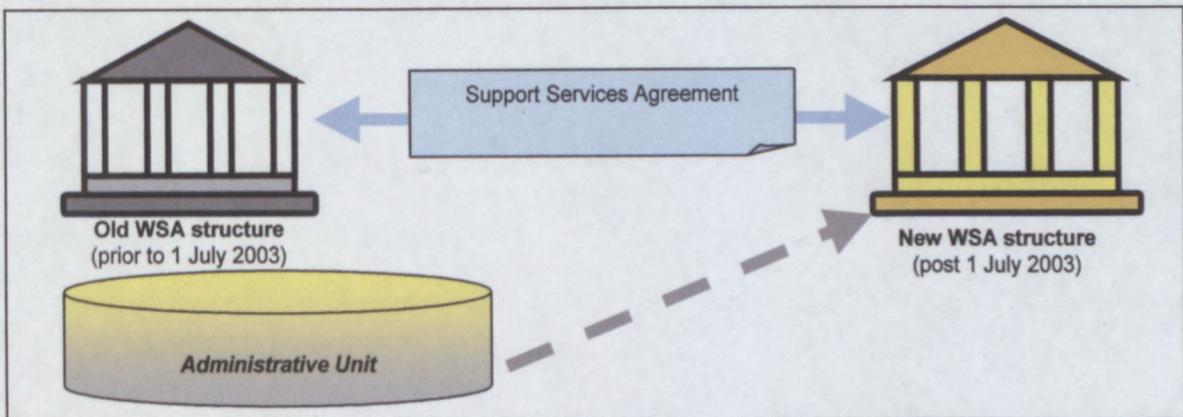
imposed by the powers and functions granted to them as depicted in Figure 7 below. The legislative process under Figure 7 is further illustrated under Figure 8.

Figure 7: Timeframes expected from new WSAs to implement powers and functions.



Source: DWAF (2003). Powers and Functions Guide

Figure 8: Depicting an Agreement to be entered between Old and New Water Services Authorities



Source: DWAF (2003). Powers and Functions Guide

On the basis of documentary analysis and the literature review, it can be deduced that not all local authorities have a system of governance in place nor do they have the

appropriate revenue to implement WSDPs as identified in their IDPs. In most cases, the Northern Cape local authorities are operating their water services business plans without adequate personnel or personnel are not allocated for WS and WRM. Local authorities are therefore not able to effectively provide for local water services needs, unless E&T programme for councillors is put into place (Cameron 1999:26)

Increasing the effectiveness of local authorities through organisational development will address the challenges regarding water services with which councillors and their constituencies are faced with. Councillors need to respond in a dynamic way to their constituencies' needs and demands. A better understanding of their role could be obtained by making a clear distinction between the powers and functions of district and local municipalities respectively. This was depicted in Figures 7 and 8 in pursuance of section 78 of the Municipal Structures Act.

It can be concluded that the need to improve the capacity of local authorities' structures to deliver water services has to take into account the ability of the structures and individual councillors to effectively assimilate and utilise the technical inputs, rather than "become swamped with a multitudes of uncoordinated training assistance" (Statman & Prinsloo 1999:18). Based upon evidence from the literature, it is noticeable that development strategies in the local government sector required attention to both human resource development and organisational development interventions, and in particular the importance of a serious infusion of management training to support transformation of local authorities to "matured" independent corporations within other spheres of government. Accordingly, such strategies include building the capacity of councillors in technical skills, financial management and administration and basics of economic analysis.

In the next Chapter, the issue of new skills, knowledge and attitudes necessitates education and training institutions to review their curricula and course contents and to ascertain the relevance of subject matter in the water industry context of today, which is not only continually changing but far more globally interactive, information-rich and resource scarce. Education and training institutions need to transfer knowledge that is interdisciplinary in nature, skills that can be readily applied to situations in the water business and local authorities. At the same time, they could transfer attitudes of

transparency, commitment, adaptability and resourcefulness which would allow an individual councillor or official in local authorities to operate in a “reinvented system” in accordance with current education and training theories as discussed in the next chapter. It is precisely on the basis of the above theoretical arguments in the literature that a water services E&T programme that promotes a culture of learning should be implemented to support local government values and participatory democracy as discussed throughout this study. This can be viewed as a process of increasing the capacity and ability of councillors to initiate, direct and control the developmental role they are expected to play within the context of a *milieu* of greater community participation in planning water services business.

Chapter 3

EDUCATION AND TRAINING THEORIES AND APPROACHES FOR COUNCILLORS IN LOCAL AUTHORITIES

3.1 Introduction

On the basis of the LGDA variables discussed in Chapter 2, this chapter explores theoretical issues of education and training within the context of the outcomes-based education (OBE) paradigm in South Africa. In this chapter, national and international developments in the field of adult education and training are investigated in relation to the competencies required to implement LGDA as indicated in Figure 2. These developments, as well as lessons learned internationally and nationally, provided the researcher with a framework for identifying the needs of councillors in water-related portfolios in local authorities. Issues that may be barriers for councillors' education, training and development were identified in Figure 11. Based upon this notion, the education and training programme for councillors must be designed and implemented with the *proviso* that any training provider is accredited with SAQA for effective quality assurance and credibility of required competencies and skills to councillors.

3.2 Management of education and training programme for councillors

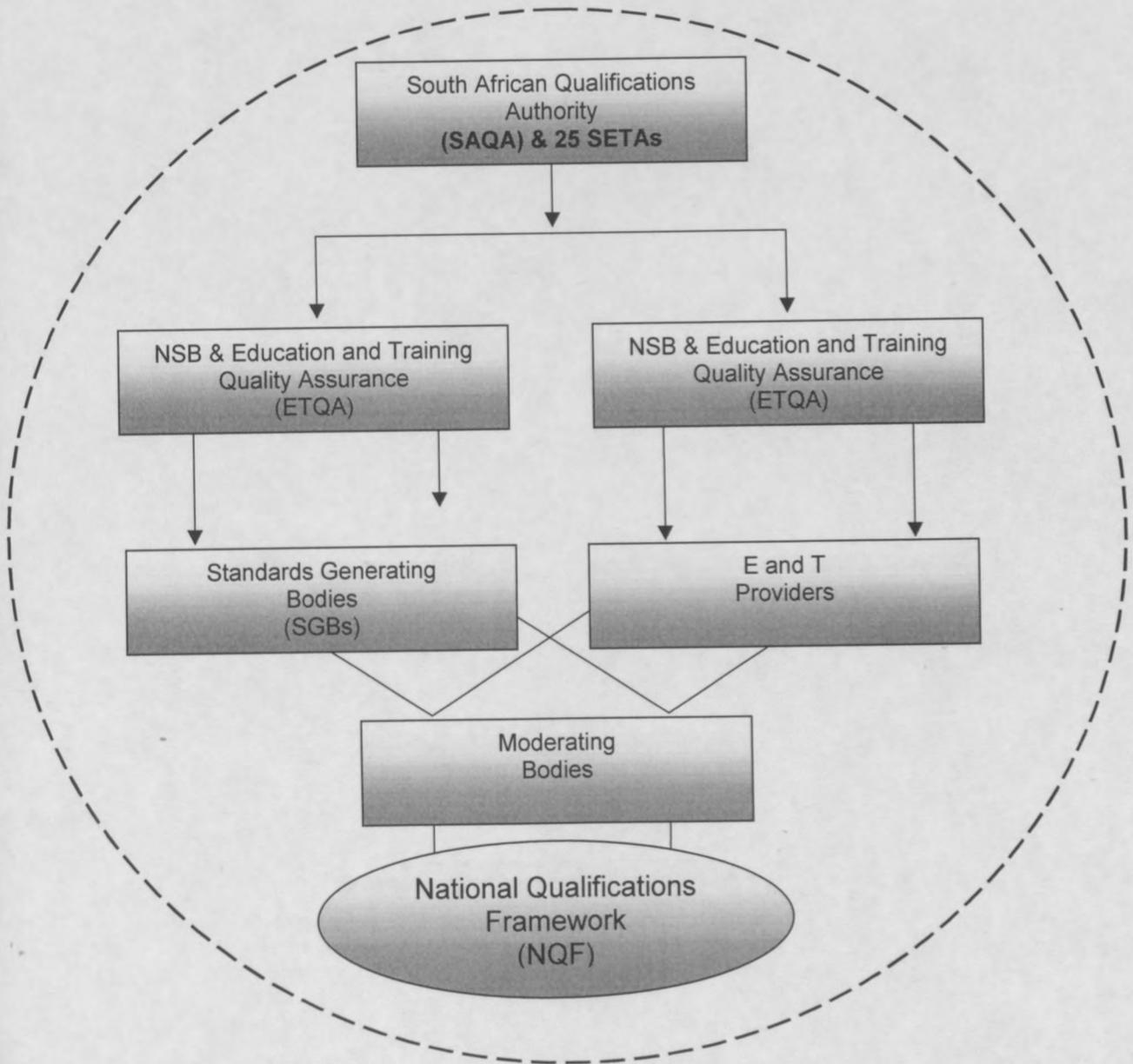
In view of the competencies required to implement LGDA, institutions such as local authorities have become more aware of the need for an increased focus on the E&T programmes for their officials and councillors alike. As local authorities operate within an environment of fluctuation and turbulence, officials and councillors enjoy only a minimal level of control over conditions and events that have a direct bearing on the future delivery of water services in accordance with new legislative framework and customer expectations. Changes in social demographic patterns, HIV/Aids diseases, community or customer preferences, legal issues associated with an equitable distribution of resources, equal employment opportunities, affirmative action, evolving water services provider contractual disputes, model contracts, partnerships, collective bargaining requirements regarding the transfer of personnel from national and provincial governments in the water sector, and unrelenting expectations of greater efficiency in both performance-based budgeting and finance, all these factors all tend

to limit the ability of officials and councillors to make accurate forecasts about unforeseen issues and crises.

In effect, the legislative framework in South Africa requires a two-tier approach to the capacity building and training of local government officials and councillors. National and provincial organs of state are assigned the responsibility for introducing capacity building and training programmes in accordance with section 154 (1) of RSA Constitution with SALGA and its provincial structures, recognised in terms of the Constitution, to play a key role with regard to the introduction and driving of capacity building and training programmes for municipalities.

It appears that the development of skills in post-apartheid South Africa is undergoing what Kuhn (cited in Mouton 1996) call "a revolution". Skills development is seen as critical for this country to become a global economic player. For this strategic reason, much attention has been given since 1994 to developing strategies to create equitable and productive human resources development in local government. To support these principles, three Acts of Parliament were promulgated; the Skills Development Act of 1998, the Skills Development Levies Act of 1999 and the South African Qualifications Act of 1995. These three Acts of Parliament have as their main purpose: the integration E&T, the provisioning of E&T that meets locally, provincially, national and internationally identified needs, and a nationally agreed framework of standards and qualifications and a credit system which makes portability and articulation of qualifications as far as possible by learners (see Figure 9 on Accreditation Process by Departments of Education and Labour below).

Figure 9: Shows an Accreditation Framework by Departments of Education and Labour in South Africa.



Source: Researcher: 2003 as adopted from the Departments of Education and Labour.

With the introduction of the 25 SETAs in accordance with SAQA Act of 1995, municipalities are required “to develop and implement programmes for the education, training and development of their human resources and make budgetary provisions for the development of education and training programmes in addition to the levy payable in terms of the 1999 Skills Development Levy Act” (Morgenrood 2000:35-6) in pursuance of Chapter 4 [section 153a] of the RSA Constitution). This implies that a local authority must submit its training initiatives to relevant SETAs for approval in

accordance with the Department of Labour Skills Development Act of 1998 requirements (see www.saqa.org.za).

However, the Skills Development Act is not only about new skills and knowledge. It also recognises that millions of people already have the skills and experience developed in helping to reconstruct their immediate environment to suit their needs (Langerman and Smith 1979:141). Langerman and Smith (1979:141) argue "every person finds himself/herself in specific situations with respect to their work, recreation, family life, community life-situations which call for adjustments". Adult education begins at this point. This view is shared by Knowles cited in Kowalski (1988:16), who formulated the following primary assumptions about adult education and training relevant to the basic premises of this study as outlined in Chapter 1:

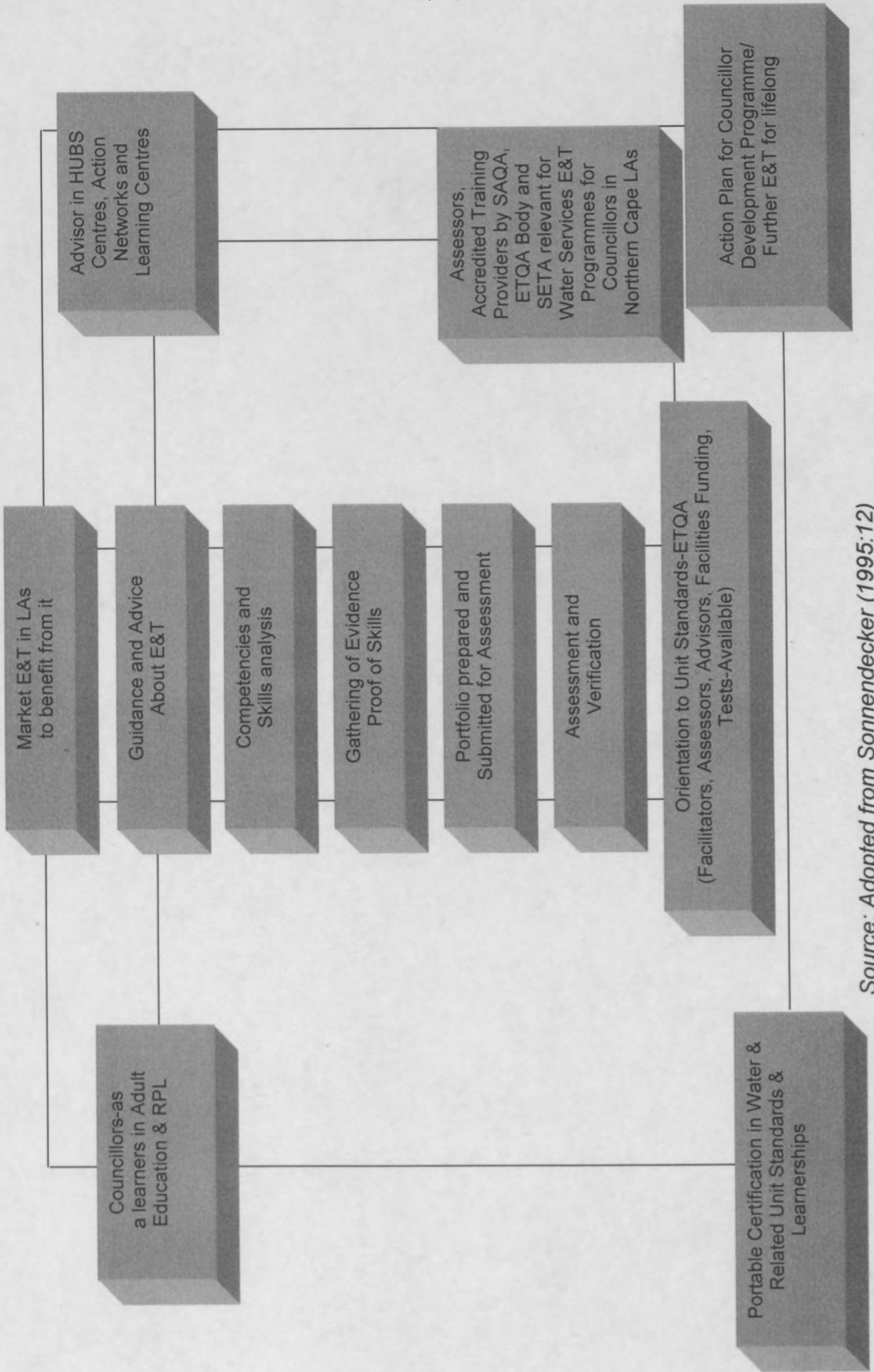
- the concepts of adults are those of independent, self-directed persons;
- they possess a reservoir of experience;
- they are prompted to learn according to their developmental tasks and social roles; and
- they can apply knowledge immediately as they are more performance centred than subject orientated.

In order to address the educational policies of the past apartheid government that were unjust to millions of South Africans, a philosophy of cultural diversity should be encouraged through Recognition of Prior Learning (RPL). The RPL programme recognises that culture in education and training cannot be added or removed as in the past. The RPL programme as provided for within the NQF acknowledges adult learning and cultural diversity in the South African political context (see Phares 1991:367; Louw 1993:117). Key points that are considered in RPL include in-house and workplace training and learning, what employees and learners hope to gain from an education and training programme, and joint decisions on what the content of curriculum should be. Within the context of RPL programmes, the education and training process can be seen as a planned consultation with the learners or participants (Mott 1994:151-158). This can be applied to councillors as adult learners.

3.3 Structured education and training programme for councillors

In view of the foregoing, Figure 10 suggests that individuals' motivation to learn can be enhanced if they can either be enabled to make their own decisions regarding course attendance, or else if they are directly involved with others in the course. Of added value is the opportunity for the trainee (or councillor) to discuss the aims and objectives of the course with the executive council committee of a local authority, and preferably their mayoral committees and municipal councils as decision-making bodies within local authorities. Finally, the work situation can usefully be conceived as a field containing forces inhibiting and facilitating the introduction and application of new LGDA competencies.

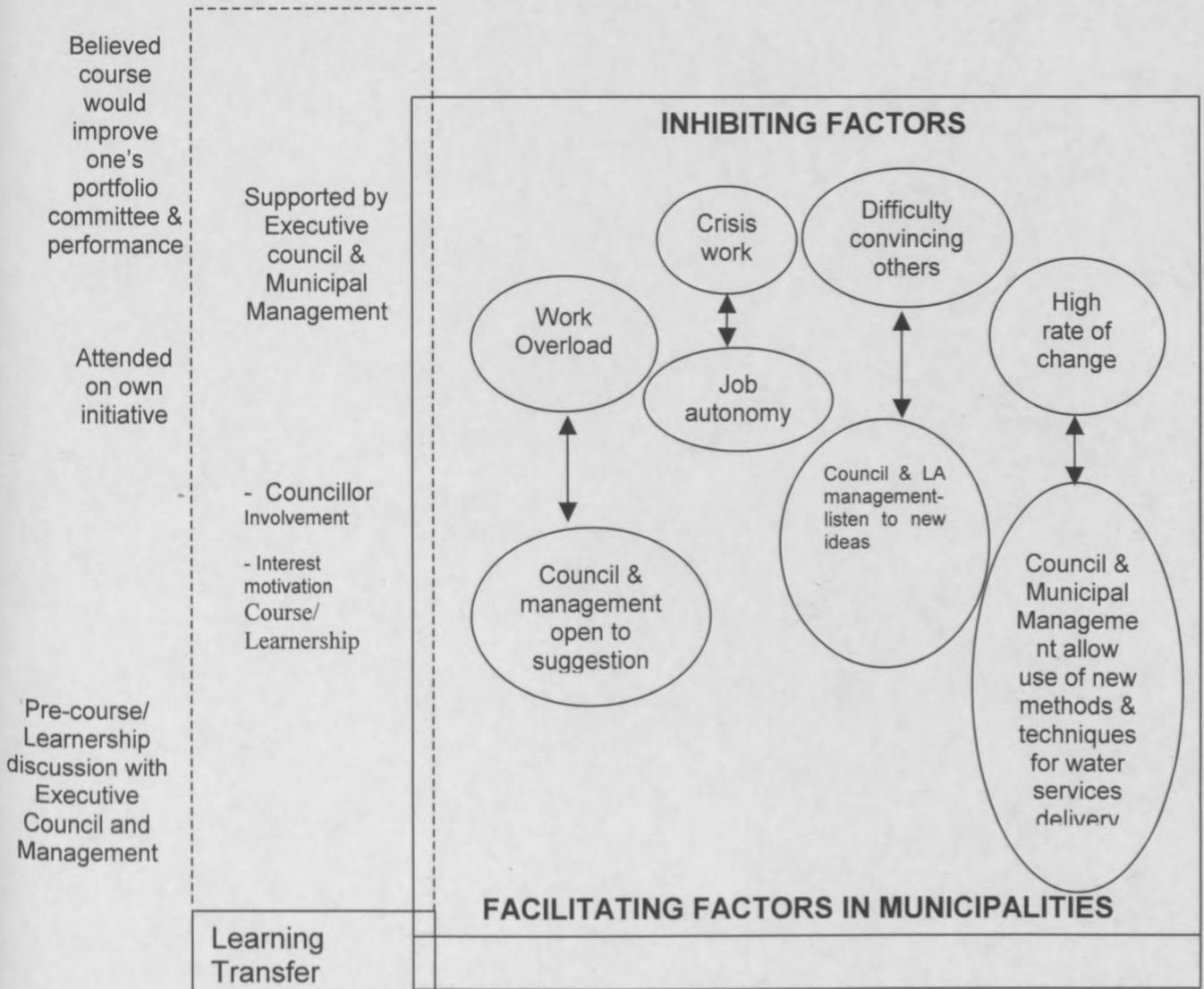
Figure 10: Education and Training Process



Source: Adopted from Sonnendecker (1995:12)

The executive councils and mayoral committees can assist positively by requiring councillors to take additional time off to consider what has been learned and to present a report on how the new ideas can be applied within the municipality. The second inhibiting factor depicted in Figure 11 refers to the lack of ability to persuade others to try new ideas through the support of the trainer or facilitator of the course.

Figure 11: Factors affecting the management training transfer process



Source: Adopted from Huczynskia A.A and Lewis, J.W. (May, 1980): An Empirical Study into the Learning Transfer Process in Management Training; In: The Journal of Management Studies: Vol. 16

In view of this new development in the South African education and training system, any education and training programme should in principle be aligned to the LGWSETA and its ETQA sets of standards and competencies in water and its related services such as waste management, health, environment and water resource management. The competence

approach to water services education and training programme is widely accepted, since it has the potential to provide an employer with the assurance that employees can perform to a particular standard. At the same time, learners or employees of local authorities obtain a high-quality learning experience that is relevant to their immediate workplace. This compels individual councillors to keep track of their learning, because they have to convince others that they have achieved a level of competence, which is potable to their ward committees, executive councils and water-related portfolios.

From this new concept of "building up the quality" of councillors, it is argued that local authorities should invest in regular strategic management of education and training and regular monitoring of education and training programmes and information regarding water services competencies and standards. It is also argued that the current quality of decisions by executive councils should be reviewed and assessed along with regular checking for consistency of quality through auditing, sampling and feedback against LGWSETA and its ETQA competencies and standards of sustainable water services within the vision of developmental local government.

The ETQA system improves internal communication between personnel and councillors who deliver water services, and external communication between customers, water services providers and sub-contractors. The benefit of applying a standard and having it independently assessed is that customers can then compare suppliers on a "like-with-like" basis and appreciate the minimum standard, which has been achieved. Improved efficiency, image, increased councillor and officials motivation and significant drop in defective water services can all be clear indications of the value of a certified quality management system by executive council and councillors in local authorities. Total Quality Management (TQM) is a longer process and involves every practice and procedure and every member of a local authority. To be successfully applied, it requires a commitment from the executive council as the highest decision-making body in any local authority and a willingness to challenge every organisational practice.

It is argued that the Water Services Act (Act 108 of 1997) provides, *inter alia*, for the right of access to all basic water supplies and sanitation, the setting of national standards and norms in respect of water services, and the preparation and adoption of WSDPs by municipalities. It follows that the effective and efficient delivery of water and sanitation

services is a matter of concern to local authorities. However, not all local authorities are at the same stage of development in terms of TQM minimum requirements. Some local authorities have developed considerable capacity and managerial skills, supported by long periods of experience in water services performance systems in their own areas. The newly elected councillors working in newly amalgamated local authorities may in many cases lack the necessary skills and experience. They will also have a different set of priorities and focus areas. Therefore, not all the performance indicators have the universal applicability that will enable a comparison of the relative performance of each local authority. It appears that water services education and training programmes should be designed through detailed assessment of each local authority's key focus areas and individual councillor's skills and needs.

It can be argued that training should familiarise councillors with the basic tools with which to assess, analyse, understand and improve their work processes through benchmarking or performance measurement within each local authority. This requires, *inter alia*, illustration showing the relationship and the sequence of events in the water services work process. Councillors and officials should be required to define the relationship between the units and to describe the inputs and outputs of the material flows from department to department in sub-processes. These benchmark-training sessions should prepare councillors in performance measurement. It may also be necessary once the training action plans are accepted by Executive Council, councillors and officials have been established, performance indicators which may be represented in general form, be reviewed and only those that are pertinent can be used for the training programme. If necessary, where there are critical bottlenecks (see Figure 11), new performance indicators should be established. In this way training can prepare councillors to be effective problem-solvers and creators of solutions. The councillors can be trained on technical skills, techniques and tools to implement the benchmarking process. The skills may include basic research techniques, development of surveys, how to conduct interviews with communities and customers, and site visits, gap analysis, development of performance chart, actions plans, management reports and implementation plans. This approach to the performance of local authorities may enhance quality improvement with the philosophy of best practice as the catalyst for water services performance improvement. However, the process of ensuring TQM is dependent on the councillors and entire municipal leadership's commitment to the process of benchmarking and should be

driven from within to succeed (Mott 1994:155) in pursuance with basic premises of this literature review study regarding the characteristics and the “trustees” and “politicos” roles of councillors in their constituencies.

It has been found that:

The changing nature of the work force and the impact of various human resource developmental Acts of Parliament as previously mentioned present a number of challenges for councillors in local authorities. Consequently, a major challenge for local authorities will be to provide the appropriate training and development experience for councillors. The majority of councillors were elected on the basis of party politics rather than their specialised technical qualifications. In most cases councillors’ professions were considered as a bonus on party candidate lists and often a secondary recommendation for assuming the public responsibility. While this has advantages with respect to the representativeness of ward committees and voters, it has important drawbacks as the water services business (like other services) is globalised and based on free market principles of competitiveness. As Flanders (1989:430) notes, “for the most part, the orientations, values, and training and development provided in many professions do not offer a good foundation for carrying out or even understanding public management responsibility”. It is, thus critical for training providers to provide systematic education and development experiences for councillors. In addition, as suggested by Flanders (1989), it can be concluded that councillors need to develop new skills to perform effectively in local authorities with changing technologies and demographics. Managing a changing local government environment, however, implies a need not only for increased knowledge of technology, but also for increased self-awareness of ones’ stereotypes and biases in council decision-making. This is partly due to the following propositions, though not limited to them.

Firstly, an awareness of these stereotypes and biases may help councillors to refrain from and prevent discrimination and to maximise participation of all citizens, including minority members in policy-making processes. Secondly, councillors will need to be better able to adapt to change and to help local authorities’ organisational development arrangements to accommodate new changes as well. Thirdly, councillors will also need to be able to deal with interpersonal and interrelationship conflicts that may result from more culturally

diverse community needs. Fourthly, they will need to be better mentors and coaches of their ward committees and portfolio committees. In terms of a systematically planned water services education and training programme, the steps involved can include the following, although these steps are also applicable to similar initiatives:

- set standards and criteria for on-the-job performance;
- specify what information is required to effectively monitor and control performance;
- develop or have developed appropriate measuring instruments;
- determine convenient monitoring points and centres such as PMUs;
- schedule monitoring activities;
- monitor and record actual performance;
- evaluate changes in knowledge, skills, attitudes and behaviour;
- validate the effectiveness of training in achieving performance results;
- conduct or have conducted a cost-benefit analysis to determine that training was a cost-effective method of achieving the desired objectives;
- take required corrective and/or preventive action; and
- maintain such record systems as are required by law (Mott 1994:154; Hatcher 1997:36)

Whatever the terminology or technique adopted by training providers and participants, appraisal of the training should as far as possible be planned, relevant, objective, specific, quantitative, continuous or ongoing, cost effective, and facilitating of control in accordance with Mott's (1994:155-8) andragogy principles, which include:

- evaluation of the efficiency of the training process;
- validation of the effectiveness of training in achieving performance results and objectives;

- cost-benefit analysis of training as a contribution to organisation effectiveness and goals as identified in their water services development plans and integrated development plans;
- changes in skills at job level can be evaluated indirectly by sampling and directly before and after testing as perceived by participants and stakeholders in the water sector; and
- external validation refers to a series of tests and assessments designed to ascertain whether the behavioural objectives of an internal valid training programme were realistically based on an accurate initial identification of training needs in relation to the criteria of effectiveness adopted by training providers, trainers and local authorities.

It is also assumed that each of these above principles as advocated by Mott (1994) would have to be allocated a weighting and that there would have to be a scale of achievement. An example of such a matrix based on one developed by Riggs and Felix (1983) is shown in Figure 12. This figure provides for performance criteria on a 10-point scale for each of these criteria and a weighting of the various criteria to give a "value" for each performance and to validate whether all other elements of the principles are translated into competencies of councillors. Similarly, the weighting allocated to each criterion will depend in many cases on the executive council's experience of how each contributes to the objectives they desire vis-à-vis inhibiting factors for transfer of knowledge as depicted in Figure 11. Actual performance should as far as possible be objectively quantifiable in terms of these criteria. Given the requirements for the matrix to serve as a monitoring and measuring instrument, it is possible to use it to monitor on-the-job performance before and after training. It appears that this matrix is in line with the White Paper on Public Service Education and Training (1997:35) for evaluation of education and training indicators, which includes:

Output: whether the capacity of learners has improved in accordance with an agreement measurement; and whether an efficiently and effectively co-ordinated framework for ensuring the provision of appropriate and adequate public service training has been established and sustained (see Phares 1991:367; Louw 1993:117);

Impact: whether improvements in the capacity of public servants including councillors have improved the overall efficiency and effectiveness of the public service from a citizen point of view; and whether the education and training needs of public servants have been met (Mott 1994; Fletcher 1997:24).

Finally, it is the executive council’s responsibilities with regard to the training processes and some of the contributions to enhance councillors’ competencies and technical skills as required by LGDA were discussed in detail in Chapter 2. Although various training and executive council management elements can be differentiated, they cannot be divorced from each other or seen as unrelated to each other, if the aims of cost recovery and reduction of water loss, for instance, are to be optimally achieved in pursuance of Chapter 8 of the Municipal Systems Act; and Millennium Developmental Goals as adopted by the central government in South Africa.

Figure 12: Performance Matrix

Performance Description	Criteria ^T	Scale ^{TT} 0-10	Total	Weight	Value
e.g. sale of water /p/month					
TUnits TTNorms to base scale on can be set to be equal to the experienced councillor’s standard of competence, given the required performance				Total	Index

Source: Riggs and Felix (1983).

3.4 Concluding assessment of education and training programme for councillors

Inductively, the researcher advances the proposition that as the new transformation process in South Africa occurs as a process within the twenty-first century, E&T programmes for councillors will play a central role in helping local government in general and local authorities in particular to adapt to the changes they are experiencing. In order for education and training to provide the greatest benefit to local government and local authorities in the Northern Cape province, it has been argued that national and provincial spheres of government and other stakeholders involved in the affairs of local government will need to understand the strategic value of E&T and co-ordinate their E&T support

strategies for good governance and developmental local government within an individual local authority' strategy.

The study advances the proposition that each local authority has its own dynamics, while there are common areas for E&T interventions. Local authorities will need to understand that education and training for development is not only an individual's or councillor's investment, but an organisational investment too. Therefore, local authorities and sectoral departments will need to integrate an E&T programmes within their priority strategic planning outputs and outcomes in accordance with Skills Development Act of 1998 and NQF minimum standards and requirements. If water services E&T programmes for councillors are prioritised by local authorities and Sectoral Departments, it is argued that councillors (during their term of office, in their capacity as decision-makers with full executive authorities in running council plans and activities), can be empowered to focus on how the nature of the water services business is likely to change over a period of ten to twenty years, as well as on how the local government environment and its relationships with other spheres of government and partners in the water sector will change over this period.

Finally, local government in general and local authorities in particular will need to learn to be more creative about finding and using strategic planning and financial resources to deliver water services. These innovative strategies all require planning, technical, financial management, ME&R skills on the part of councillors as policy-makers, analysts and strategists in local government affairs. This will ensure a transitional change of local government dependence on provincial and national government and/or donor communities towards self-sufficiency. Local authorities will have to find increased capacity of their councillors for acquiring technical, financial and management skills and expertise through a systematic education and training programme that responds to and affirms councillors' experiences and knowledge of water services business as discussed in Chapter 1 in order for them to comply with the rule of law as discussed in Chapter 2 under paragraph 2.5.2 read in conjunction with paragraph 2.4.

In the next Chapter, the researcher present the findings from literature review, and documentary analysis thereby making qualitative judgement of the results.

Chapter 4

FINDINGS AND DISCUSSIONS

4.1 Introduction

Based upon the evidence of the literature survey in Chapters 1 to 3, the aim of this chapter is to provide a “snapshot” of councillors’ education and training needs in the water services sector in local authorities. Because it offers a “snapshot” of councillors’ needs in the water [services] sector, it does not test the extent of any causal link between organisational change, water services effectiveness or improvement, and the best value regime in local government under the leadership of councillors. However, where a causal link or chain is explained, it demonstrates significant and substantiated evidence on a particular inference or proposition in this study.

Furthermore, the researcher has to be mindful of the “context effects” in reaching conclusions. According to Mouton (1996:155), the “context effects” can be classified into broad spatio-temporal factors such as historical, socio-political and economic factors and the narrower research setting (local government domain) where the research is conducted. Therefore, mindful of “context effects”, complicated LGDA variables and tensions between centralisation and decentralisation of water services to local authorities in Northern Cape, the researcher is attempting to ensure that the results and conclusions reached are “trustworthy, authentic, and transferable” to similar settings as far as possible. With this understanding in mind, the researcher has to ensure that “context effects” and alternative explanations are noted before making a conclusive assessment of this study as demonstrated below.

4.2 Literature Evidence on Northern Cape Province Profile

4.2.1 Geographical Situation

The Northern Cape is one of South Africa’s biggest provinces. It has 363 389 km² (29.7%) of the total South African landmass of 1 219 090 km². The province has little arable land, with only 2% of the total land area under cultivation. Of this, 74% is dryland and nearly equal proportions are irrigated adjacent to Orange River. Natural pasture comprises 86%

of the total land area, while 13% is utilised for nature conservation. This province has relatively little rain, with annual rainfall of 414 mm in Kimberley alone (capital of the province).

4.2.2 Development and Water Availability

The Northern Cape is considered to be one of the driest provinces, with an average rainfall below 200 mm in the west, while evaporation increases from 2 000 mm in the east to 3 000 mm in the west. Winters are short, cold and extremely dry with cold nights. Frost is fairly frequent and severe, and usually occurs between 15th April and 15th August. Heat is intense during summer and high temperatures (up to 37°C) are recorded in mid-summer.

These climatic conditions create huge water demands. Unsurprisingly, water demands are highest in the Kimberley supply area. Water demands from Kimberley alone are estimated to increase at an annual rate of 4.9% from 16,6 mm³/a in 2003 to 69.7 mm³/a in the year 2010. Currently water is pumped from the Vaal River below Bloemhof dam. An alternative supply from the Orange River *via* the Orange-Riet Canal Scheme is being considered as it could possibly provide better quality water at the lowest cost. It is noticeable, therefore, that the Northern Cape province falls under two Water Resource Management Areas, namely Lower Vaal and Lower Orange as depicted in Figures 13 to 14 below.

From Figures 13 and 14, it appears that the largest part of the Northern Cape is characterised by arid landscape with limited rainfall and high evaporation rates. This in turn results in low availability of surface water and about 90% of the dryland farming sector receives less than 200 mm, whereas successful dryland farming requires 500 mm rainfall per annum. This is further complicated by the fact that there are no inland reservoirs to stabilise flow regimes. This means that demand for water does not coincide with the spatial distribution of resources. Following the 1983/84 and 1990s droughts, agricultural production diminished significantly. Water scarcity in Northern Cape is further exacerbated by typical pollutants of both surface water and groundwater such as agriculture runoff, domestic and commercial sewage, acid mine drainage and industrial effluents.

4.2.3 Economic Issues

It has been found that the Northern Cape province economy was affected by three critical factors at the time of this study. These are:

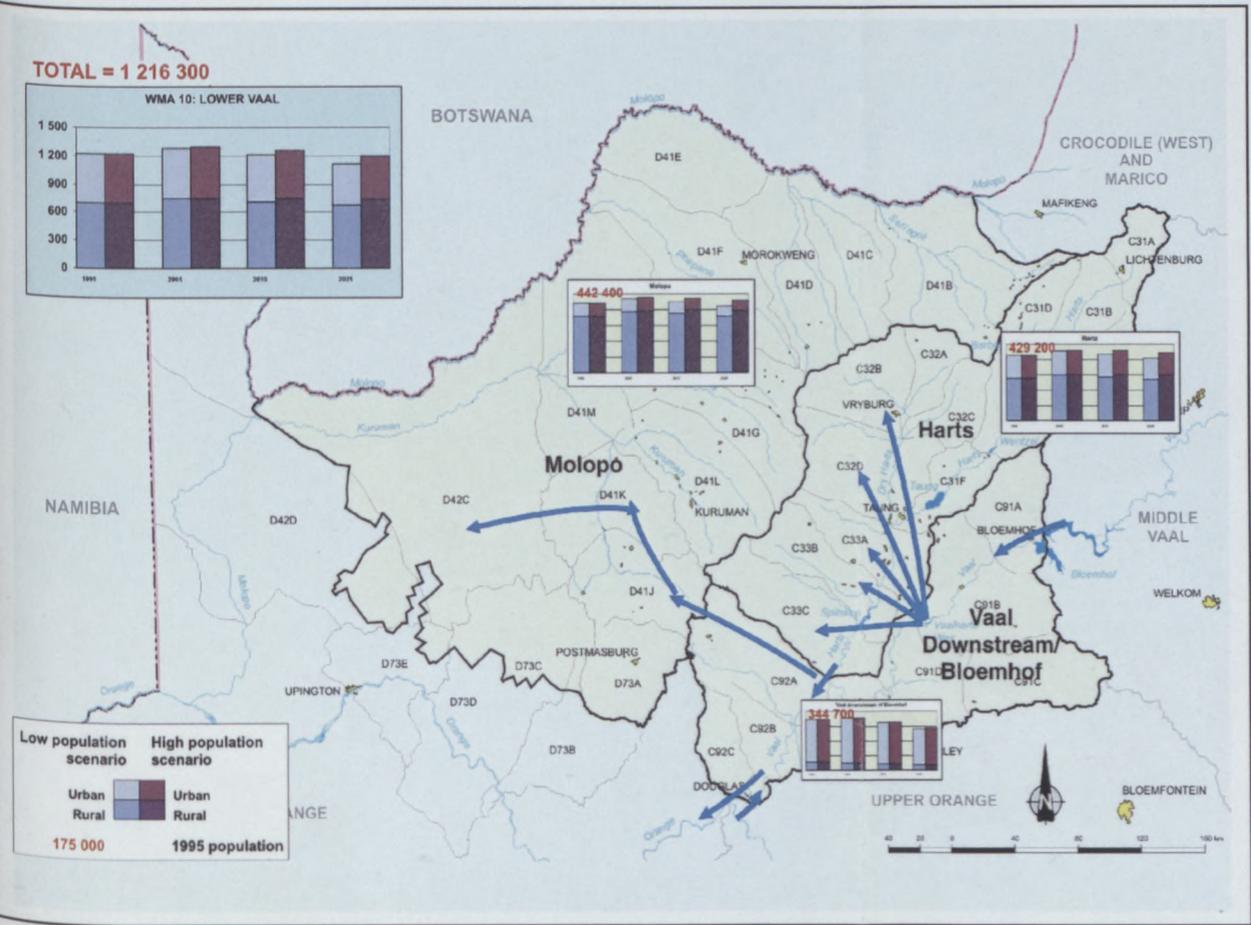


Figure 13.2 Population Projections

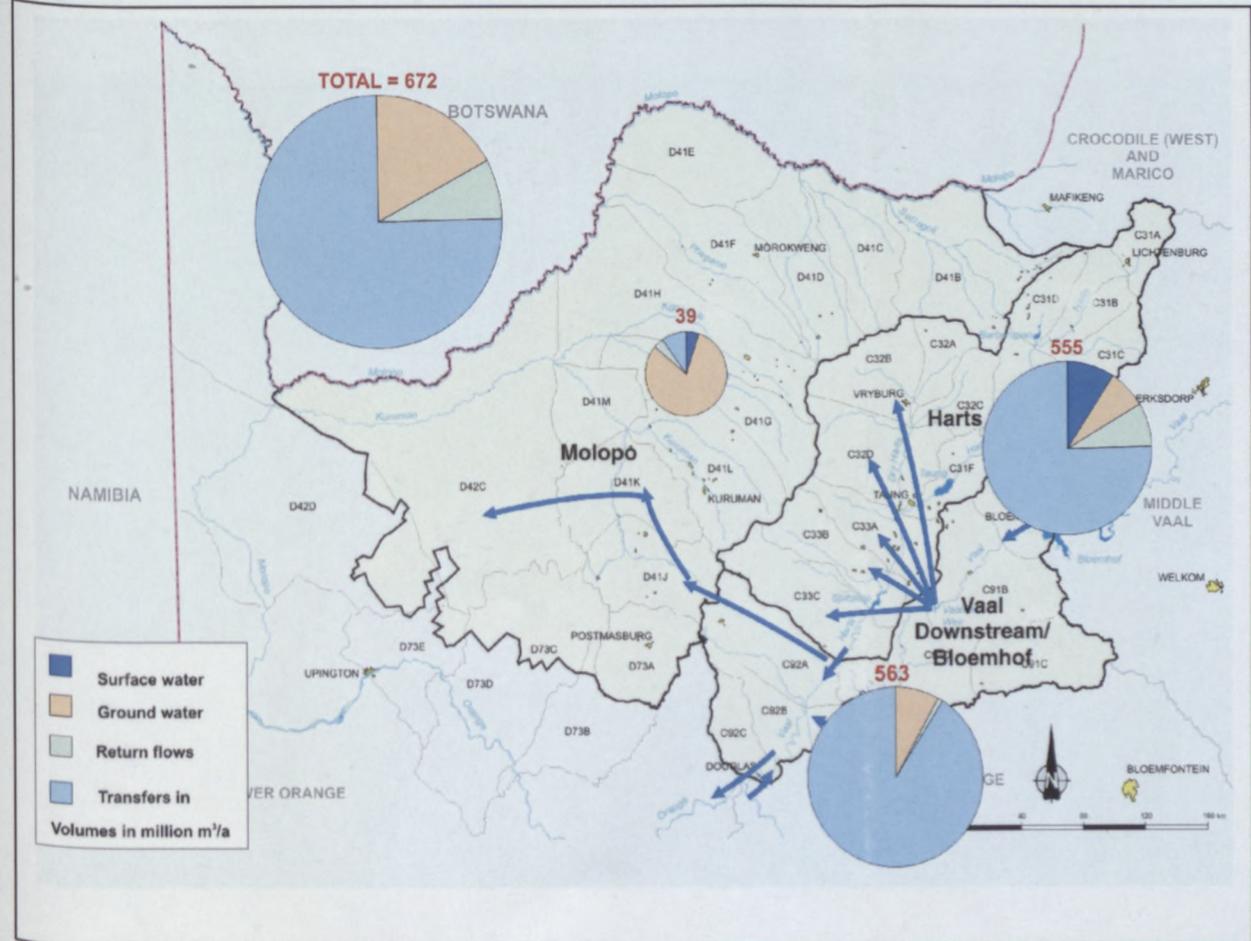


Figure 13.4 Water Availability

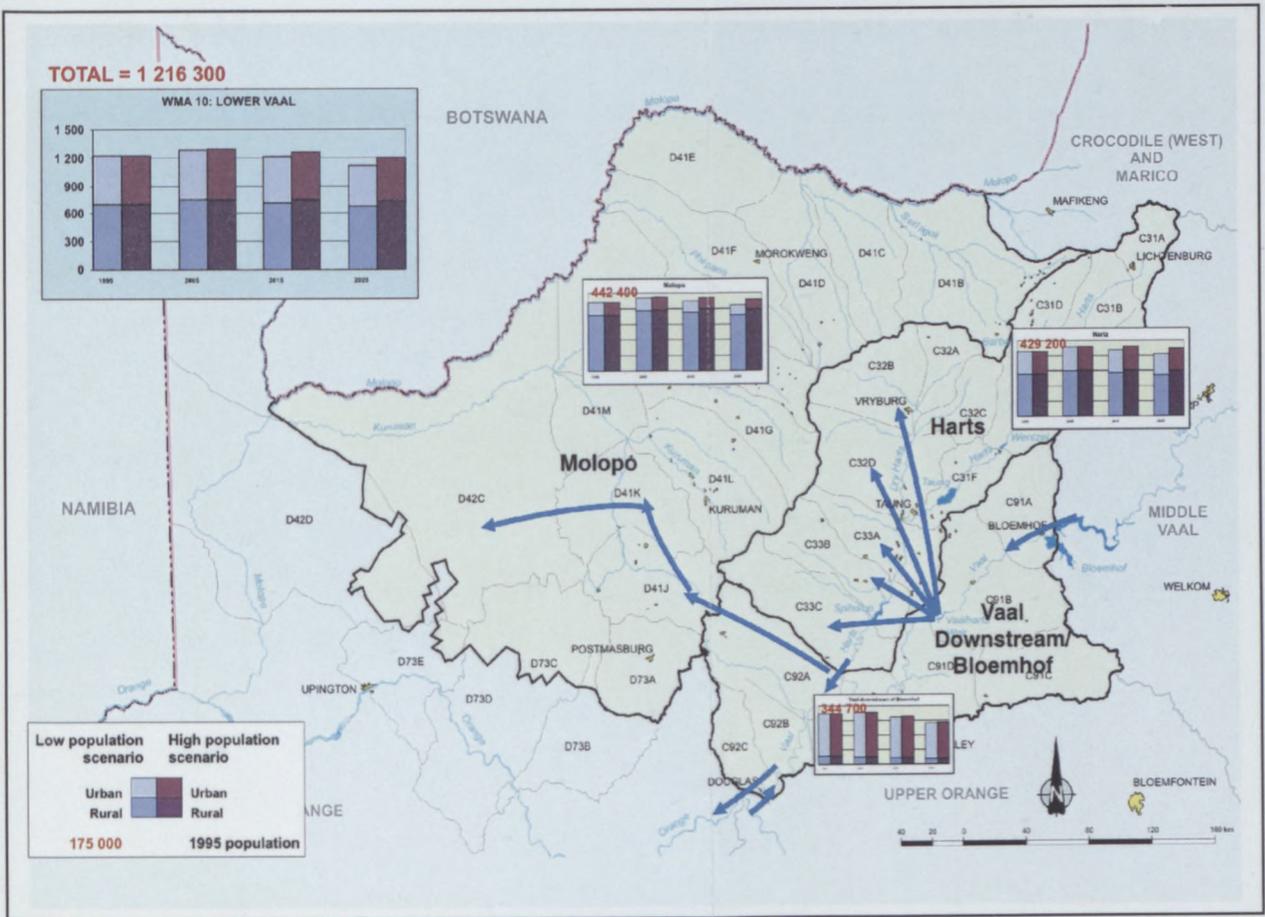


Figure 14.2 Population Projections

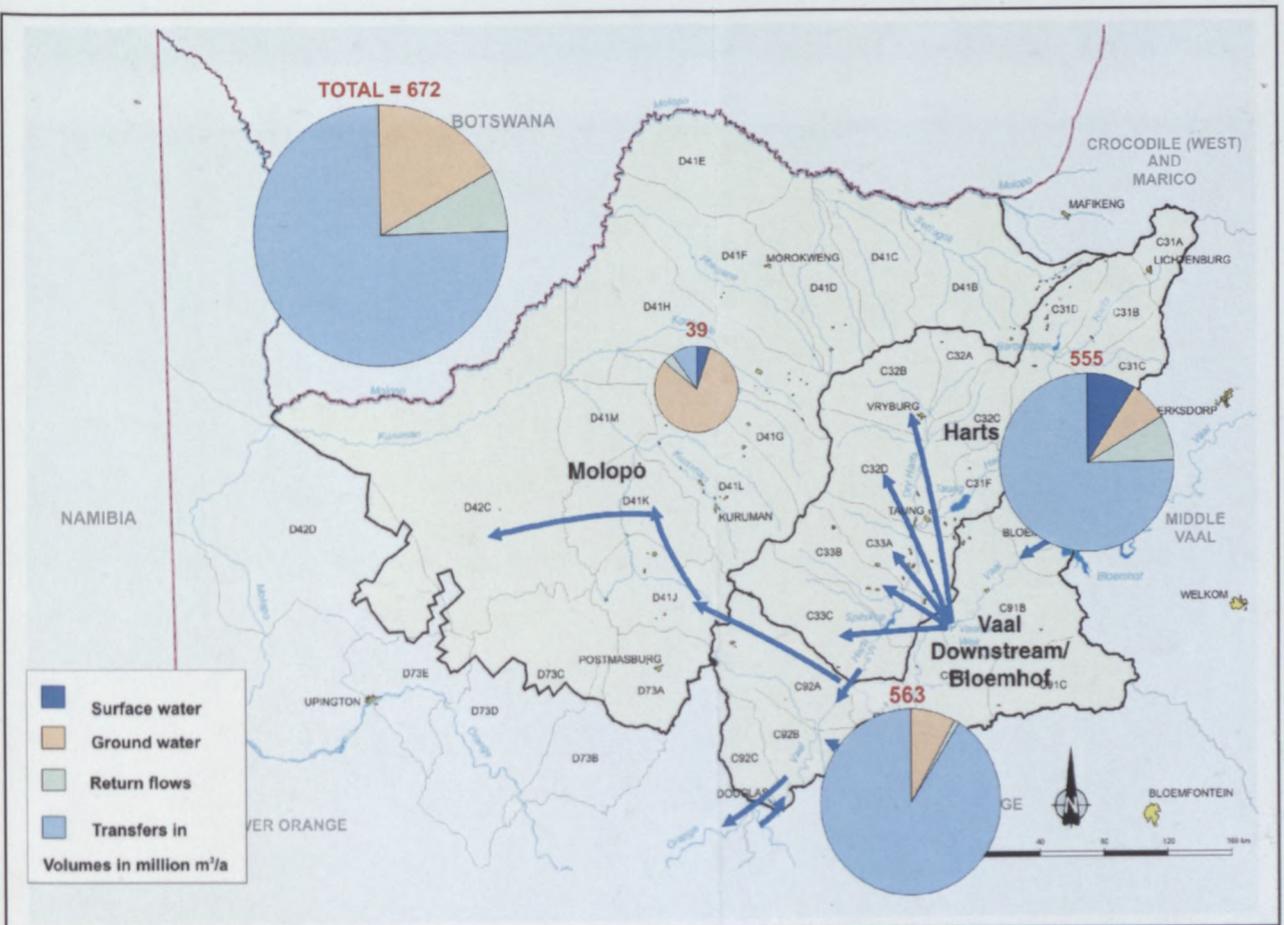


Figure 14.4-Water Availability

Figure 14: Lower Orange Water Resource Management Area Maps

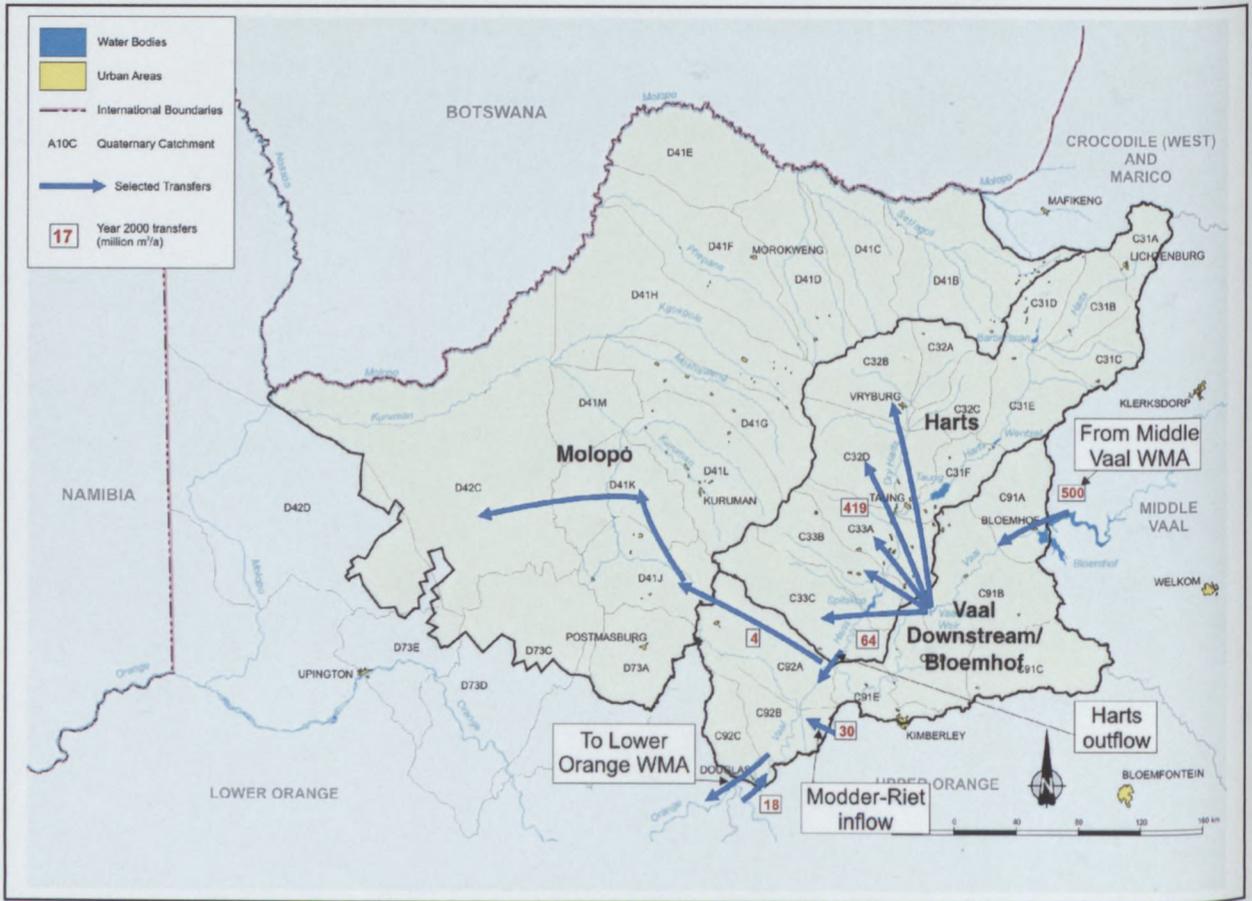


Figure 14.1 Base Map

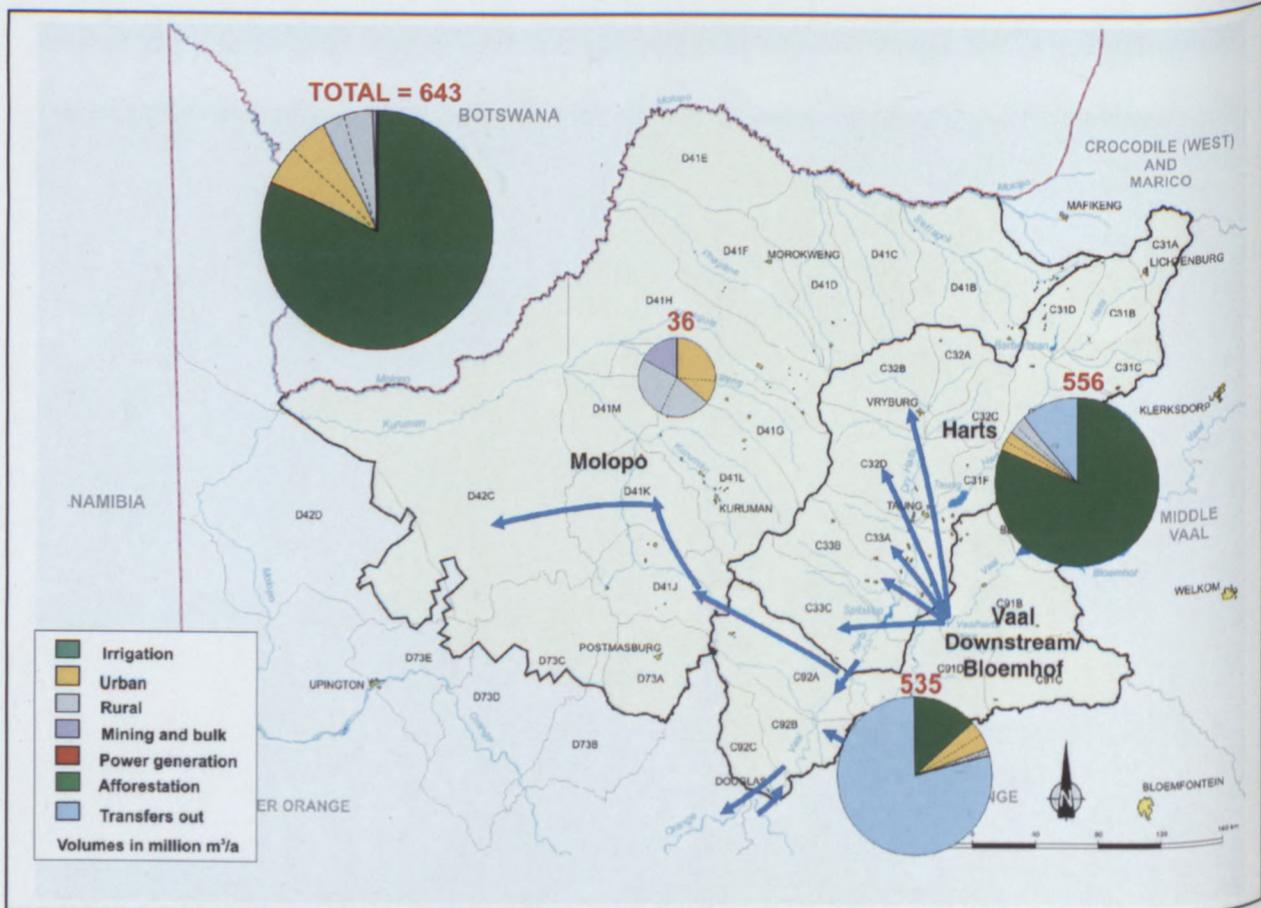
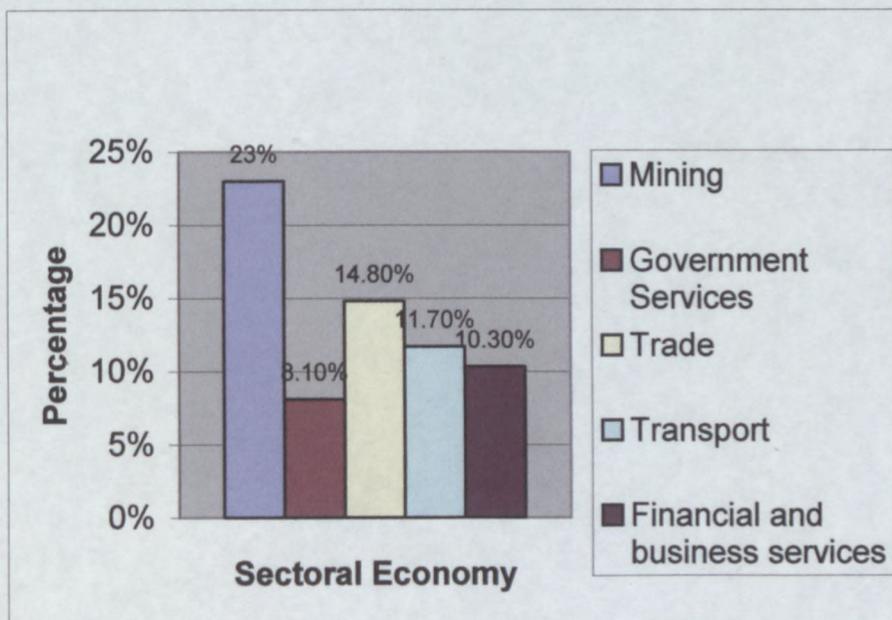


Figure 14.3 Sectorial Water Requirements

- the activities that form the economic base of the province, i.e. production profile;
- the location of the province, which determines the market profile of import to and export from the province, i.e. the harbour; and
- the capacity of the resource base to support economic growth, with specific reference to the availability of water, mineral and agricultural resources in the Northern Cape.

In the light of the above, it appears that the size of an economy can be measured in terms of GGP. This, in turn, requires that the volume of the production within a certain area may be broken down to reflect the economic sectors to the GGP as depicted in Figure 15.

Figure 15: Sectoral Economic Profile of Northern Cape



Source: Urban-Econ (2000:12)

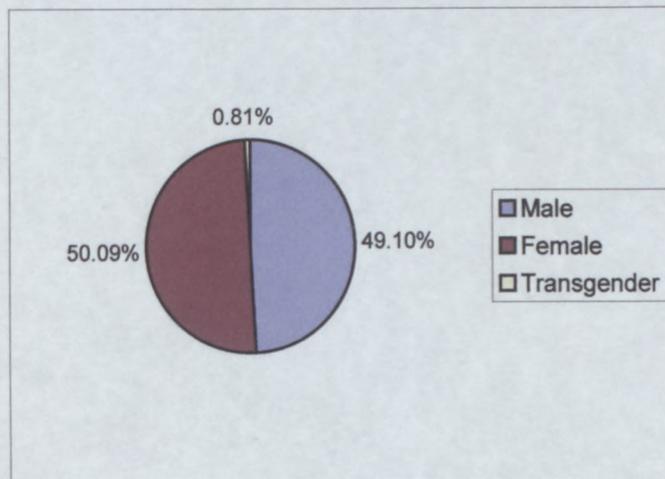
Figure 15 indicates that the mining sector plays the most important part in the contribution to the provincial GGP. In this regard, the Northern Cape province serves as a centre where raw materials are produced and in some cases value is added to the material mined in the province. On the basis of Figure 15, it is logical to deduce that the economic development of the Northern Cape is restricted by its geological features, especially the low rainfall, arid landscapes and only the Orange river serving as the main irrigation

system within a high stress index of 49.4%⁹. This means that Northern Cape production is relatively less diversified than that of the rest of South Africa (45.3%).

4.2.4 Demographics

The Northern Cape Province has an estimated population of 840 321, which is the smallest population in South Africa after the Free State (total population of 2 633 504). According to census 1996, the province has an urban population of 11.0% and a non-urban population of 89.0%. Between 1985 and 1994 the population growth rate was only 0.9%, which was significantly below the South African average of 2.7% (Meintjies and Meyer, 1998: 1). One of the reasons for the below average figures can be that in 1994 children under the age of 15 accounted for only 32.8% of the province's population, compared with nearly 43% in the Eastern Cape in the same year (Meintjies and Meyer, 1998: 1). In the Republic of South Africa in 1996 48.1% (noticeable increase of 0.7% as compared to 1993) of the population were male and 51.9% were female (a noticeable increase of 0.7% as compared to 1993), while the Northern Cape had a population consisting of 49.1% males and 54.3% females. Approximately 69.3% of the population of the Northern Cape speak Afrikaans as their home language. Tswana is spoken by another 19.06%, Xhosa by 6.4% and English by 2.7%. The remaining 3.3% speak a variety of other languages. It has been found that male:female distribution closely resembles the trend generally found in communities in the Republic of South Africa (RSA) and Northern Cape, with 49.1% of males and 50.9% females as depicted in Figure 16 below.

⁹ If a stress index is 0, the economy is completely diversified and if the stress index is 100, then the economy is completely concentrated in one sector.

Figure 16: Gender Distribution in Northern Cape Percentage

Source: Researcher: 2003

It can be deduced therefore that, although the political environment needs to be changed towards a best value regime and that councillors are able to influence political decisions by taking a stand on various issues, it appears that their first priority in the Northern Cape should not be political, but rather to ensure that their local authorities can function in an efficient, effective and economical manner. One could argue that once this is achieved, councillors can be assured of greater support by their constituencies and water sector stakeholders. This would be what Gildenhuys (1986:51) refers to as a “really simple system” which has in-built adaptability to an ever-changing environment.

4.2.5 Conclusive assessment

In both water resource management areas it is clear that, like the national demographic trends and mainly attributable to the impact of HIV/AIDS, water-borne diseases, such as cholera, and of increasing urbanisation, little if any increase in population in the Northern Cape local authorities is expected beyond 2015.

As far as the current population distribution is concerned, economic opportunities and potential will also largely influence the future demography of water resource management areas as discussed here. As a result of lack of economic stimulants, with a noticeable decline in agricultural production and mining and decreased diamond prices in the Northern Cape, expectations are that there will be no significant change in the urban population as well. The total population for both water resource management areas is

therefore expected to remain close to the current levels until 2008 for water supply backlog eradication, and until 2010 for sanitation backlog eradication. This means that, if the planned budget in Table 2 for implementing water services can be implemented without other intruding factors, it is expected that the Northern Cape Province DHLG may meet the 2015 Millennium Development Goal in the water sector.

However, this is largely dependent on a number of factors in which innovative councillors will play a critical role in delivering planned programmes. The critical role of councillors, given different water users as revealed from these two water resource management areas, entails their co-ordination of consumers or water users in their local authorities with other inter-dependent water resource management areas. This may lead to the view that the water resource management areas as an integrated system in terms of the reconciliation of water requirements and availability for the year 2015 (Millennium Developmental Goals) as part of economic growth of the Northern Cape will depend on the cost-effective use of the available water by various sectors, including households.

The researcher has attempted to link economic and demographic factors. The assumption is that a stronger economy would assist local authorities and councillors as decision-makers in combating factors associated with water-borne diseases and the HIV/AIDS epidemic, and that lower levels of water-borne diseases and HIV/AIDS infection would alleviate constraints on the economy and on economic confidence, which is a major concern of this study. This concern is further complicated by the fact that most of the formal institutions and sectors are utilising water for economic growth of their sectors. There is a noticeable limitation on the use of water for household consumption. This means that the Northern Cape local authorities and councillors as decision-makers are lagging behind on the equitable distribution of water resources to the poorest of the poor. Given the high unemployment rate of Northern Cape. This may lead, *inter alia*, to poor households using alternative sources of water, which may not necessarily be safe in terms of legislative requirements.

While local authorities have some powers and functions to enable them make reasonable decisions on water resource management and water services delivery mechanisms, it is noticeable that they have not used water tariffs for the equitable distribution of resources in favour of the poor, as depicted in Table 3. This is attributable to a number of factors such

the decline in mining activities, the decrease in diamond prices and poor economic growth of the province as compared to Limpopo province. Whilst sensitivity is necessary in developing tariffs within a context of poor economic growth, this must not be done at the expense of poor households, taking into account the negative health-related consequences if households use alternative unhygienic water sources.

4.2.6 Labour Developments

4.2.6.1 Northern Cape Labour Force

It was found that patterns of water use and management issues in Northern Cape in terms of access to water are embedded in South Africa's history. The principal focus of the apartheid government was the bulk supply of water to the commercial farming sector and to various industries. This historical legacy has left about 222 013 people without adequate sanitation and 117 676 people without access to a basic water supply, with an estimated water services operational expenditure of R134 million in 2002 and R152 million (1.65% of national operation expenditure of R9 218 billion) in 2003 (DWAF 2003). Accordingly, it is estimated that over the next 30 years there will be an increased demand for water in the Northern Cape. Notwithstanding the huge water resource demands, the Northern Cape Province has a huge water services need, as indicated in Table 1.

Table 1: Depicts Water Services Needs for Northern Cape Province

Financial Year	Census 96 population	Planning population	Water Need	Water need %	Sanitation Need	Sanitation Need %
April-94	822,717	747,232	281,387	38	322,740	43
April-95	831,182	754,919	284,282	38	326,062	43
April-96	839,725	762,679	287,201	38	329,414	43
April-97	848,268	770,517	238,687	31	212,649	28
April-98	856,921	778,355	136,318	18	186,435	24
April-99	865,623	786,272	94,496	12	164,705	21
April-00	874,431	794,267	91,783	12	166,376	21
April-01	883,313	802,351	78,080	10	168,069	21
April-02	892,332	810,508	77,155	10	164,464	20
April-03	901,405	818,757	76,854	9	166,143	20
April-04	910,568	827,086	77,635	9	167,835	20
April-05	919,819	835,509	78,425	9	169,548	20

Source: DWAF Information System (2003)

Given the fact that the current freshwater resources, excluding the water services backlog in the Northern Cape, are fully utilised at this stage, it is unlikely that the future water

resource demand will be sustainable for the socio-economic development of the Northern Cape society, unless innovative councillors can start to prioritise integrated water services and resource management strategies. It is rather unfortunate that the Northern Cape province has a limited likelihood of acquiring innovative councillors who have the ability to create and maintain a credible strategic direction in their local authorities in pursuance of the provisions of the National Water Act, Act No. 36 of 1998.

It has been found that Northern Cape local authorities are faced with major challenges for future water use for food production and agricultural production. This requires, *inter alia*, not only innovative councillors to develop alternative water resource and water services management strategies to deal with water scarcity, but also addressing the inequities of the past, as an enabling national framework will not automatically deal with the challenges facing them.

Through evidence from the literature, it has been found that water and sanitation projects are known to bring wider economic benefits to communities in the form of health, opportunities for women and children including poverty reduction ([www.wateraid.org.uk/site/what we do/ the need/241.asp](http://www.wateraid.org.uk/site/what_we_do/the_need/241.asp); www.genderandwateralliance.org/reports/Document%2016.do c). Given the overall societal gains that can be achieved, water services should be improved, especially for the poor households and customers in local authorities in the Northern Cape. However, the challenge to finance new projects, as per financial delegation by DWAF, and to increase sustainable access to water services as depicted in Table 1, is particularly acute for maintenance, expansion and upgrades, coupled with insufficient institutional development support programme and lack of innovative councillors as decision-makers in local authorities in Northern Cape. Despite the planned input-driven financial expenditure indicated in Table 2, the consequences of failing to recover costs for water services include an inability to finance network expansions, results-orientated planning and major repairs, high levels of unaccounted water due to leakages and disrepair, poor water quality and low service levels, which reduces the willingness of customers to pay and which in turn lowers the service level. Given the fact that the majority of customers in Northern Cape are poor, inadequate cost recovery can lead to waste of a possibly scarce resource, an inability to maintain machinery (such as pumps) and possible health risks, if customers are compelled to use alternative and often unsafe sources of water. It appears, therefore,

that the current widespread failure to adequately recover the costs of provision is a constraint that must be overcome, if the above planned and committed expenditure by DWAF aims to meet the Millennium Development Goal (<http://watervision.cdinet.com/visioncontents.html>). Whilst it is appreciated that South Africa's water services policies and strategies are geared to meet the Millennium Developmental Goals, there is general consensus in the literature that water users irrespective of their socio-economic level must at least pay for O&M costs.

Presently, much emphasis – at least from the donor community and water providers or utilities – is placed on the setting of water tariffs as the main form of recovering costs from consumers. However, evidence from the literature suggests that water tariffs have at least one thing in common:

- they are below the level needed to achieve even O&M costs;
- low rates of water tariffs are set largely for political gain rather than practical purposes; and
- political interference has been found to be a significant barrier to effective cost recovery.

This may, *inter alia*, delay the targets for meeting the Millennium Developmental Goals without an effective cost-recovery system and setting reasonable yet affordable tariffs for consumers. Given the water scarcity in Northern Cape, one would then expect that the national budget to clear the backlog would take into account system rehabilitation and extension costs as a result of population growth or increased demand for service levels and maintenance of the existing capacities of councillors and local authorities in the Northern Cape Province, including the costs of extension staff to monitor and maintain the existing structures and capacities of councillors and communities within the water sector, as depicted in Figure 17 regarding input/output type of budget allocation as depicted in Table 2.

Table 2: DWAF Planned Financial Expenditure for Northern Cape as per financial delegation by National Treasury

Allocation of Water Services Funds per District Municipality (DM) X 5 in Northern Cape	Funds Committed 2003-2004		Funds Committed 2004-2005		Funds Committed 2005-2006	
	Allocation	Committed	Allocation	Committed	Allocation	Committed
Kgalagadi CBDC1	R 31,850,000	R 21,087,414	R 35,569,000		R 37,380,000	
Namakwa DC6	R 4,855,000	R 3,260,965	R 6,424,000		R 7,491,000	
Karoo DC7	R 7,603,000	R 7,603,000	R 10,003,000	R 6,266,140	R 11,631,000	
Siyanda DC8	R 8,813,000	R 6,252,868	R 11,604,000		R 13,499,000	
Frances Baard DC9	R 6,242,000	R 6,242,000	R 8,227,000	R 8,227,000	R 9,576,000	R 2,581,571
Sol Plaatje NC091	R 16,177,000	R 16,177,000	R 19,364,000	R 2,965,211	R 20,620,000	
Financial Delegation (DWAF; 2002/3 financial year)						
DM Code	District Municipality	Project Type	2003-2004	2004-2005	2005-2006	
CBDC1	Kgalagadi	Sanitation	R 5,628,157	R 5,000,000	R 500,000	
CBDC1	Kgalagadi	Water	R 1,025,000	R 1,125,000	R 0	
DC6	Namakwa	Sanitation	R 1,802,551	R 3,478,724	R 500,000	
DC6	Namakwa	Transfer	R 1,819,152	R 1,010,142	R 0	
DC6	Namakwa	Water	R 1,900,000	R 2,480,000	R 4,900,000	
DC7	Karoo	Sanitation	R 2,005,102	R 1,299,490	R 800,000	
DC7	Karoo	Transfer	R 1,520,000	R 1,386,277	R 1,100,000	
DC7	Karoo	Water	R 1,800,000	R 0	R 0	
DC8	Siyanda	Sanitation	R 3,500,000	R 0	R 1,000,000	
DC8	Siyanda	Transfer	R 856,000	R 1,059,000	R 806,000	
DC8	Siyanda	Water	R 2,224,168	R 852,585	R 500,000	
DC9	Frances Baard	Management	R 500,000	R 341,666	R 241,666	
DC9	Frances Baard	Sanitation	R 2,500,000	R 865,561	R 500,000	
DC9	Frances Baard	Transfer	R 250,000	R 150,000	R 100,000	
DC9	Frances Baard	Water	R 1,432,870	R 1,100,000	R 0	
Provincial	Provincial	Management	R 300,000	R 2,250,000	R 0	
Provincial	Provincial	Sanitation	R 2,500,000	R 2,974,625	R 0	

Source: DWAF Information Systems (2003)

Apart from political decisions on tariffs setting and cost recovery constraints, it appears that the real process of determining costs in the absence of appropriate tariff designs, and data and accounting systems within local authorities is seriously lacking in the Northern Cape. In the recent study by DWAF (2003) the Northern Cape was shown to have the second least expensive tariff after the Eastern Cape, as indicated in Table 3 below.

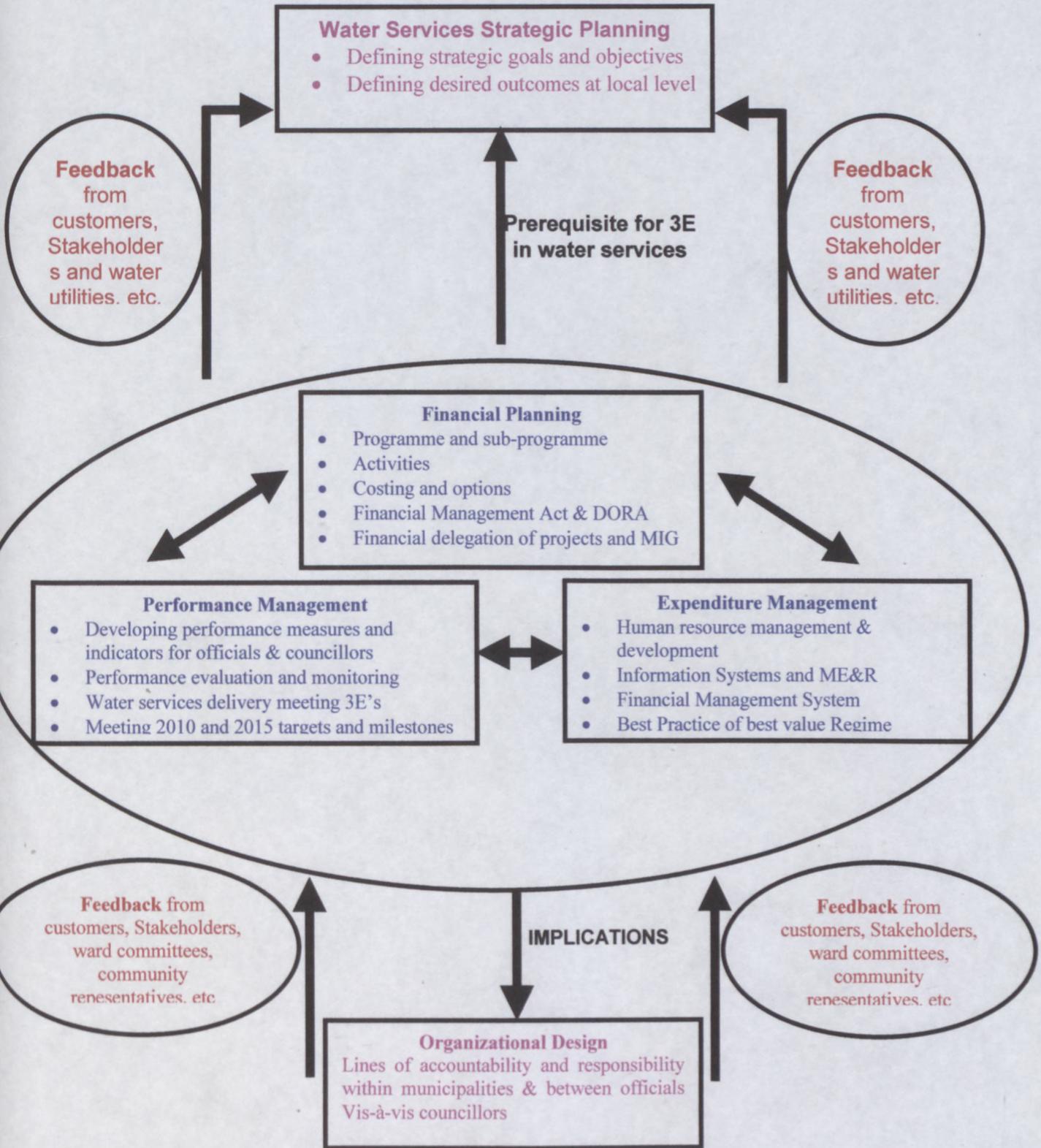
Table 3: Economic & Financial: Water Tariff

Perspective/Factor	Average tariff (20 – 60kl/per month domestic)	Average tariff (> 60kl/per month domestic)	Average tariff (Industrial)
National Average	R3.52	R3.85	R3.40
Eastern Cape	R2.55	R2.67	R3.68
Free State	R4.45	R4.59	R3.00
Gauteng	R5.03	R5.57	R4.72
Kwa-Zulu/Natal	R4.46	R4.63	R4.64
Limpopo	R4.15	R5.66	R3.00
Mpumalanga	R3.39	R3.57	R3.72
North West	R3.32	R3.80	R4.57
Northern Cape	R2.74	R2.89	R3.12
Western Cape	R3.18	R3.55	R3.56

Source: DWAF Information System (2003)

It can be deduced therefore that there is a need to move towards the implementation of a results-based type of budgeting system, if tariff setting is to be used for cost recovery. This will also allow evaluators and auditors to evaluate both the financial and non-financial performance of local authorities as depicted in Table 4. In terms of LGDA, this results-based type of budgeting system will ensure that all processes of strategic planning, financial management and ME&R are budgeted for, with an emphasis on performance so as to improve economy, effectiveness of the financial systems and water services delivery efficiency, but without compromising cost-recovering mechanisms indicated in Figure 17. As opposed to the current input-based budgeting systems, it is assumed that a clear conceptual framework as depicted in Figure 17 below is valuable in ensuring that water tariffs and reforms are developed systematically to focus on the causes and not the symptoms of poor tariff setting and cost recovery in the Northern Cape (Shall 2003:14)

Figure 17: Budgeting for Results



Source: Shall (2003:14)

4.2.7 Concluding Assessment

Clearly, the Northern Cape profile is a typical example of politicised decision-making solutions with respect to agricultural production, food security and commercial use of water, but this has not yet filtered down to catchment and sub-catchment levels. If the current water scarcity crisis is not addressed, it can be assumed that the water demand for socio-economic development of the Northern Cape society, including the capacity to produce food, will most likely be severely affected. It is clear that the key policy challenge to address the water scarcity in Northern Cape is to have a pool of councillors in the water-related portfolios empowered to deal with these challenges without comprising environmental protocols. However, it is doubtful if local authority councillors' can adapt themselves without an appropriate intervention in the form of education and training in the water business cycle. This can be explained by the proposition advanced by Turton *et al.* (2003:14) that "adapting to natural capital [water] scarcity" in which the lack of such a solution may have negative sustainability consequences for future use of water resources.

Notwithstanding the above, it is logical to conclude that with the scarce water resources in the Northern Cape, where more than 40% of people require basic water services, it is apparent that traditional budgeting systems are no longer adequate tools for allocating local government funds. It is clear, therefore, that results-based budgeting systems have numerous advantages for the long-term sustainability of water services over the current inputs/outputs-orientated budgeting system in the Northern Cape local authorities.

4.3 Evidence in Chapter 1

4.3.1 In Chapter 1 it was found that

4.3.1.1 regardless of how the 15 factors under the problem statement that contribute to the weaknesses of local authorities are defined, it appears that there is no basic difference in the underlying principles for education and training of councillors within the context of LGDA;

4.3.1.2 based on the conceptualisation and operationalisation of all concepts regarding the water services education and training needs of councillors in local authorities, it becomes apparent that an education and training programme as an investment for individual councillors may positively lead to better performance of each local

authority, subject to an appropriate design of an education and training programme. It appears that an education and training programme for councillors in water-related portfolios as an intervention is required not only to familiarise councillors as decision-makers, but also to introduce new water services and water resource management governance systems in pursuance of LGDA; and

43.1.3 the design of an appropriate water services education and training programme for councillors in local authorities in Northern Cape, which takes into account the experience, knowledge and context-specific needs of councillors has become a means to implement sustainable and affordable water services in local authorities' areas of jurisdictions.

4.3.1.4 Concluding Assessment

Based upon the above-mentioned findings in Chapter 1, it is apparent that the design of an appropriate water services education and training programme for councillors adopted from an OBE paradigm has become a matter of urgency within the water sector, if councillors are expected to be adaptive in the delivery of water services. From Chapter 1 it can be concluded that there is a need to have water services and resource management strategies that encourage top-down and bottom-up approaches. This can, *inter alia*, bridge the gap between national resources and local needs to provide good water services and resource management governance in Northern Cape.

4.4 Evidence in Chapter 2

4.4.1 Institutional or Structural Arrangement of Local Authorities

It is deduced that the "net effect" of changes in structure will therefore be contingent on the external environment and on the relative magnitude of the contradictory effects of bureaucratisation, decentralisation and integration.

4.4.2 Culture

It has been found that it is cultural type rather than strength or congruence that significantly influences organisational effectiveness (Cameron and Freeman 1991). It was also concluded that local authorities that are internally oriented and councillors who are

stuck in traditional or cultural ways of thinking about water services delivery may not provide the greatest scope of work for improvement.

4.4.3 Strategy formulation

It has been found that the formulation of a water [services] sector delivery strategy by individual WSAs will not only assist newly authorised WSAs in terms of powers and functions in the Northern Cape, but will also lead to more effective and efficient utilisation of resources. Inductively, councillors' active participation in delivering water services can be gained by linking strategic planning to other parallel development processes such as management control, communication and information dissemination of policies and regulations regarding water services.

4.4.4 Water [Services] Sector Strategy Content

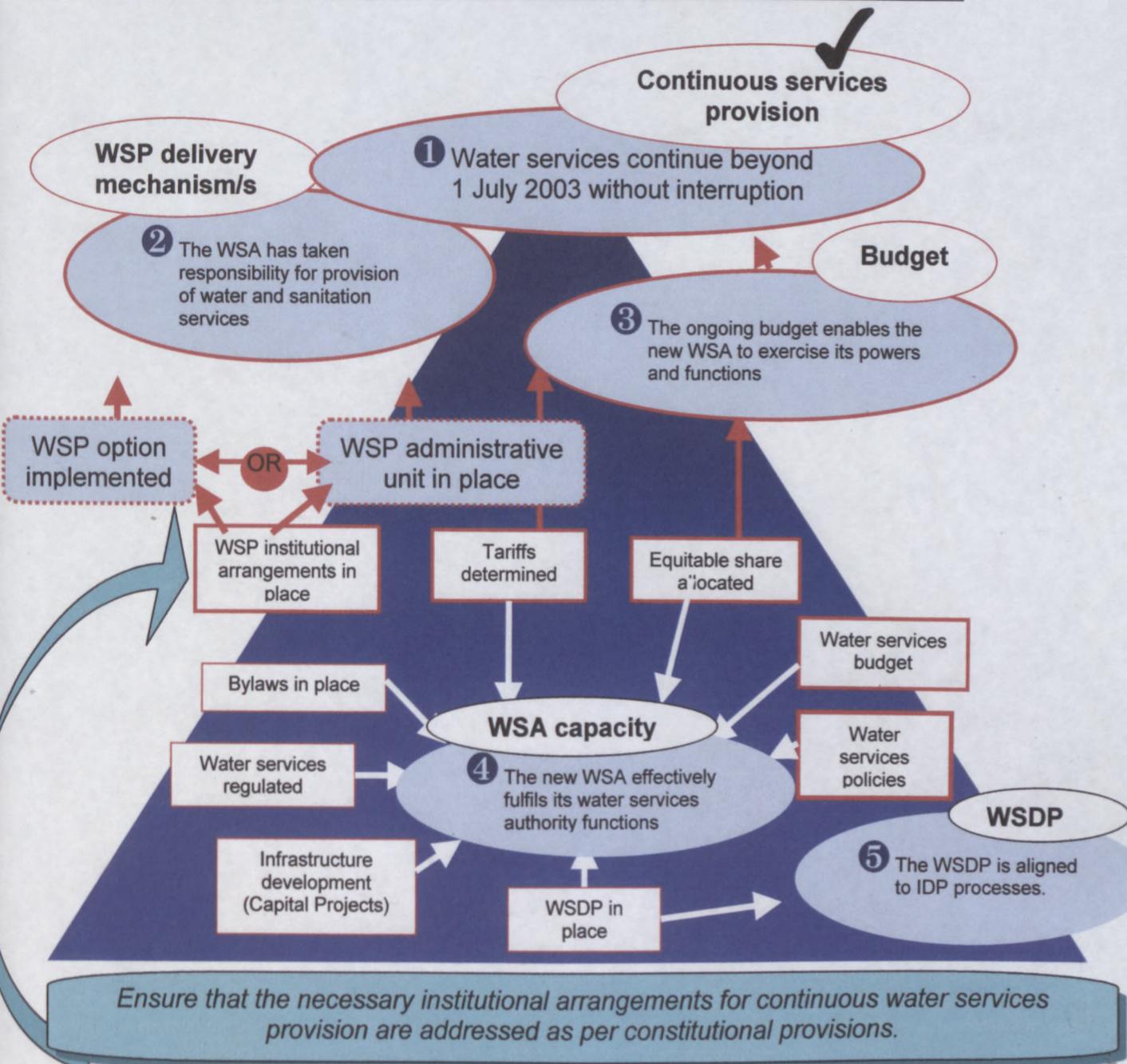
Figure 18 demonstrates the proposition that the innovativeness of local authorities is related to the rate and speed of adoption of a number of innovations in a given time period. The basic hypothesis is that high-performing local authorities and councillors consistently adopt a larger number of innovations. The following relationships on innovations are identified in the literature. They are:

- that product and process innovations are more prevalent in successful than unsuccessful organisations (Damanpour and Gopalakrishnan; 2001:450-65); and
- that administrative innovations influence organisational efficiency, whilst technical innovations influence effectiveness (Subramanian and Nilakanta 1996:631-647).

On the basis of evidence from the literature, it is logical to deduce that an ideal water services authority should include some of the following domains as indicated in Table 4 below in pursuit of critical outcomes that need to be achieved and addressed on an ongoing basis by WSAs as indicated in Figure 18 read with Figure 2 (conceptual framework for LGDA as adopted in this study).

Figure 18: Outcomes to give effect to water services delivery mechanisms

◆ the outcomes that need to be achieved to implement water services delivery mechanisms and WSAs provisioning functions	①②③④⑤
◆ the <i>critical</i> outcomes that need to be achieved at ongoing basis	①②③
◆ the <i>critical</i> WSA functions that need to be addressed to achieve the outcomes	①②③
◆ overall WSA functions that the new WSA needs to address	



Source: Adopted from DWAF (2003). Powers and Function Guide

Table 4: Ideal Water Services Authority Benchmark deduced from Figure 2.

SUSTAINABLE DEVELOPMENT	LEADING AND LEARNING	DEMOCRACY AND COMMUNITY ENGAGEMENT	PERFORMANCE AND RESOURCE MANAGEMENT
<p>Understanding the development challenges Developing an accurate picture of the development challenges in the municipal area, taking into account the ongoing movement of people from rural and urban areas.</p>	<p>Innovative Leadership Strong leadership, both political and administrative, engenders confidence in the Council and builds good relations with citizens and stakeholders in pursuant with the Municipal System Act.</p>	<p>Deepening Democracy Building relationships with the public and all sections of the community via Ward Committee and/or Water-Related Portfolio Committees or Forums with ongoing, two-way communication flows.</p>	<p>People Management Effectively managing staff to meet the Council's objectives, vision, policies and programmes</p>
<p>Vision, water services strategy and the WSDP as a chapter of IDP Developing a vision and strategy, concretised in the WSDP as a chapter of IDP and a longer-term water services and water resource management and development strategy</p>	<p>Change Management Change is well managed for continuous water services improvement and customer and citizen focused outcomes.</p>	<p>Customer and Resident focus Focusing on customer and citizen needs with the necessary resources, systems and processes in place to achieve this.</p>	<p>Systems and Processes Continual review, redesign and simplification of systems support the overall vision and improve performance.</p>
<p>Providing Basic Water Services Providing water services to household in terms of infrastructure, community infrastructure and services to improve the lives of residents.</p>	<p>Motivation Generating commitment and enthusiasm among councillors and staff, thus contributing to the success of the municipality.</p>	<p>Communication Good and accessible communication with residents and customers, including feedback mechanisms.</p>	<p>Financial Management and Control Actively managing all financial resources, to ensure maximum benefit and minimum risk to the authority.</p>
<p>Maximising Social Development and Community Empowerment Providing amenities and services to support the development of communities, especially in poor areas.</p>	<p>Innovation and Creativity The ability of councillors and senior officials to think and operate outside "the box" repositioning the council to create or take advantage of opportunities provided by LGDA framework in RSA and anticipate problems for implementing water services within the context of LGDA and financial and human resource implications thereof .</p>	<p>Consultation and Participation Creating specific and meaningful opportunities to listen to the views of communities, stakeholders and partners.</p>	<p>Monitoring, Evaluation and Reporting (ME&R) Monitoring, evaluation and the development of a water services performance management system in line with the requirements of the Municipal Systems Act, Water Services Act, National Water Act and other pieces of legislation.</p>
<p>Stimulating Economic Development Planning and policies to encourage LED in delivery mechanisms of water services thereby providing local citizens with economic opportunities.</p>	<p>Partnership and Alliance-Building Working with civil society, business and other spheres of government to enhance water service delivery and governance.</p>	<p>Procurement Systems and Model Contracts WSA procurement systems, tendering requirements and specifications with a benchmark of 30% value for community participation formalised in all tenders</p>	<p>Community approach All water services are community- driven with 30% of the project value is left in the community for poverty alleviation and job creation</p>
<p>Focusing on Vulnerable Groups Pro-poor and other policies ensure that the municipality is responsive to the needs of vulnerable groups.</p>	<p>Empowering Programme for poorest of the poor and vulnerable groups WSA leaderships , Ward Committees and other forums established focused programmes and projects to target this section of the community</p>	<p>Equity as democratic Right Creative and innovative opportunities prioritised in the WSDP as a chapter of IDP</p>	<p>Pro-Poor and Vulnerable Policies, and Guidelines Projects are geared to address most poorest of the poor and vulnerable groups within communities</p>

Source: Researcher: 2003

From Table 4 above, it is clear that the performance indicators covered the principal clusters of:

- water service delivery;
- finance and budget results planning;
- customer satisfaction;
- human resource development of both councillors and officials;
- Environmental scanning through appropriate development of policies, regulations, guidelines and tools.

Table 5: Performance Indicators for Water Services Authorities

No	Category	KPI Description	Classification	Sub-Classification
1	Service delivery	Service levels (A)	Level 1	
			Level 2	
			Level 3	
			Unserviced	
2		Infrastructure reliability	Water Services	Pipe Bursts Failure to deliver services
			Waste Water	Spillage Blockages
3		Maintenance	Wastewater	Planned Unplanned
			Water	Planned Unplanned
4		Unaccounted for water		
5	Financial Profile	Revenue collection		
6		Conformity to Capital expenditure (CAPEX) Budget		
7		Net surplus (A)		
8		Cost to customer for water services	8 kilolitres/ month	
			35 kilolitres/ month	
9	Customer satisfaction	Average response time to customer complaints	Water	
			Waste Water	
10		Number of complaints	Water	Technical Billing
			Waste Water	Technical Billing
11	Human Resources	Number of training days per employee		
12		Staff complement ratio	Water	
			Waste Water	
13		Person-days lost per month	Water	
			Waste Water	
14		Disabling Injury Frequency Rate (DIFR)		
15	Environmental	Compliance with discharge permit standards		
16		Percentage of potable water analysis failing to meet SABS 241 class 1 standard		
17		Monitoring of Trade Effluent		

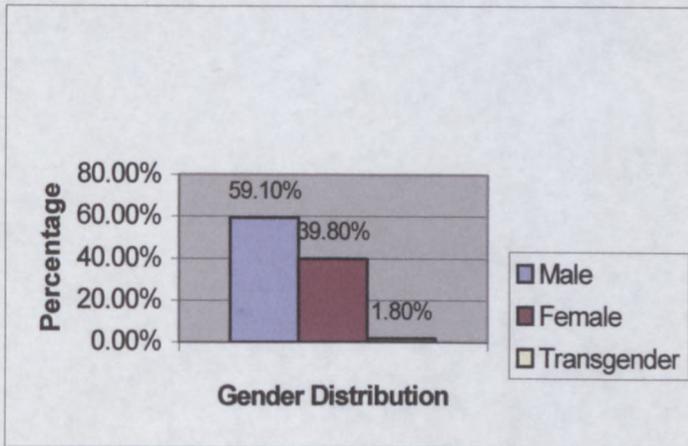
Source: Adopted from Pybus and Bhagwan (2003:6-7)

4.5 Characteristics of Councillors in Northern Cape

4.5.1 Gender Distribution of Northern Cape Councillors

With the assistance of the Department of Housing and Local Government (DHLG) in Northern Cape, it was found that the councillors are also disproportionately middle aged, with 56.3% aged between 40 to 59.

Figure 19 Representation of Northern Cape Councillors by Gender Distribution



Source: Researcher: 2003

In Figure 19 the broad base of the gender distribution pyramid may be ascribed to factors such as a high birth rate in the communities, a low life expectancy and the migration of people of working age with better job opportunities. The results also clearly show that councillors in the Northern Cape match the variables of all elected representatives in modern democracy in South Africa. The majority of councillors (59.1%) are males and 1.8% transgender, while females are 39.8 %, compared to the current population estimates by gender in Northern Cape. This suggests the existence of relatively strong barriers to females becoming elected representatives.

4.5.2. Concluding Assessment

Mao (1998:29) argues that

“although the dictates of democratic theory require that elected members [or councillors] as representatives should attend to the interests and well-being of those represented, there is no definitive view on such questions as how representatives [arguably councillors] can stray away from following public preferences and still be responsive”.

It is clear from this statement that there is no single role for councillors in any local government, including local authorities in the Northern Cape. What there seems to be a general agreement about in the literature is that councillors as representatives need to be responsive by securing benefits for or protecting the interests of their constituencies within the parameters of the Public Law of Accountability. Accordingly, councillors should clearly understand a distinction between representational style, such as delegation, trusteeship and politics, representational focus in terms of councillors' decisions being guided or shaped by concerns for the welfare of their constituencies. This shift from representativeness to responsiveness and responsibility on the part of councillors provides new evidence, which may transcend the narrow interests of political party styles of representativeness to address the wider water services needs of communities in Northern Cape and elsewhere.

4.5.3. Current and Future Water Services Educational and Training Needs of Councillors

From evidence in the literature, the following E&T needs were identified as depicted in Table 6 below:

Table 6: E&T needs of councillors deducted from literature evidence

Functional Area	
1. Maintenance and Operational Assessment Needs <ul style="list-style-type: none"> • Programme Evaluation • Contract Management • Statistics and Data Analysis • Capital Finance • Computer Literacy • Grant Proposal Writing and Administration • Maintenance Functions 	2. Fiscal Concerns <ul style="list-style-type: none"> • Budgeting • Accounting Cash Management
3. Human Resource Development and Management <ul style="list-style-type: none"> • Equal Employment Opportunities • Writing and Oral Communication • Labour Relations • Personnel Staffing • Office and Inter-Office Communication 	4. Relations <ul style="list-style-type: none"> • Position Classification/Wages and Salaries • Managing Personnel Performance
5. Information and Resource Centres <ul style="list-style-type: none"> • Local Government Data Bank • Local Government Documents/Reports 	6. New Policies and strategies such as MIG
TOTAL	

Source: Researcher 2003

It seems that efficiency; effectiveness and public accountability accompanied by strong fiscal and maintenance skills as opposed to improving interpersonal skills are stressed in literature. This is based on the notion that what appears from the literature is that municipalities will need more of the "nuts and bolts" type of technical and financial skills to

meet the challenges of the 21st century and beyond, and less of the “warm and fuzzy” kind of councillor development programmes that tend to dominate current learnerships and modules at the moment provided by various types of training providers and trainers within the water sector. Thus, it seems to safe to conclude that the future water services education and training needs of councillors must provide a clear balance between the current and future needs in order to ensure external and internal municipal systems within a context of Public Administration and Accounting Rule of Law, as was mentioned earlier. It is logical to deduce from the councillors’ perceptions that the water sector partners will need to continue to research and review the needs of councillors for self-reliance and self-sufficiency.

4.5.4 Overview of this chapter (summary)

The study reveals that councillors and local authorities are faced with a challenging water sector environment, both politically and economically, which they are finding it difficult to cope with. The literature on a best value regime as a framework for analysis of local authorities in this study provided the researcher with insights into the benefits of BVPIsWS in which councillors should be empowered, albeit such BVPIsWS in South Africa are in their infancy. The study has identified that the major problems faced by councillors in implementing improved water services through BVPIsWS in Northern Cape are their lack of political legitimacy, and their economic ineffectiveness and inefficiency. Managerial and organisational inabilities are causing the economic problems, while the impact of apartheid laws remains in terms of Gross Geographic Product of the Northern Cape.

The best value regime as a framework for LGDA in South Africa in order for local authorities to be able to implement sustainable, yet affordable water services in a integrated manner should meet two requirements as follows (Mouton 1999: 103):

- goals are linked to a strong theoretical paradigm, that is, goals are plausible; and
- goals are empirically measurable, that is, their realisation is to be expected given certain theoretical positions.

Mouton (1999:103) further argues that programme goals that are theoretically plausible are more likely to produce the desired outcomes, all other things being equal. Additionally,

such goals need to be translated into concrete objectives that refer to measurable outcomes. It is deduced that unless this process of operationalisation of BVPIsWS and Best Value Regime is conducted properly, the goals of the White Paper on Local Government (March 1998) remain empty rhetoric. Notwithstanding Mouton's (1999:103-104) argument, the research has showed that the Best Value Regime and BVPIsWS programmes by water sector stakeholders and largely by DWAF in terms of DWAF's KFAs in supporting local government is embedded in an international paradigm. However, the operationalisation of local government support remains vague and often ambiguous. Similarly, most local authorities have used embedded goals of the best value regime without institutionalising these goals into concrete action plans, municipal internal systems and projects in accelerating sustainable water services in their constituencies. This was further aggravated by the fact that the majority of participants (councillors), who are in the forefront of development, policy planning and implementation in the participating local authorities in this study, interpreted the best value regime in a subjective manner as opposed to the Rule of Law of Public Accountability.

It has been found that the perceived water services education and training needs of councillors are quite varied and complex. Currently, the greatest needs are found in the areas of developing sound and effective municipal systems, understanding and implementing principles of good working relations (internal employer-employee relations, sound labour relations based on code of good conduct) and building a sound relations with voters and communities through proper capital and funding management systems. In ten years to come councillors also anticipate a need in the areas of writing measurable business plans, community water services based on diverse community demands, capital finance for self-reliance and independence, computer literacy for local government management information systems, budgeting and programme monitoring, evaluation and reporting, with the possible assumption that various transitional acts or laws would have been finalised.

Regardless of the independent variables, the major trend in perceived future water services education and training needs shifts attention from the acquisition of interpersonal skills toward more of the "nuts and bolts" and "how-to" kinds of competencies and skills within the water sector. This may be attributed to the quiet desperation of councillors after they were exposed to new models, information, interests, realities, paradigms, causal

knowledge and relationships about handling the complex and demanding needs of their constituencies and diverse stakeholders in the water sector with fewer budgetary and financial constraints, on one hand, and their inability to attract suitable candidates to key positions within a competitive environment with the private sector, on the other hand.

Along with the perceived educational and training needs of councillors, it has been argued that an appropriate model for capacity building and training for councillors will be necessary to deal with the additional requirements of LGDA as required by diverse stakeholders within the water sector. Thus, it remains to be seen whether councillors can be innovative enough in the short term and medium term to deal with the water demands in the Northern Cape in order to achieve some of the targets and measures defined in the best value regime.

On the basis of the above, it can be argued that the best value regime model was extensively explored in this study, albeit unknown among South African local authorities. By identifying dimensions of the best value regime, the researcher was able to subsequently “analyse” needs as follows: (a) organisational, (b) operational and (c) individual councillors’ levels as was originally assumed in Chapter 1. This approach did not only reinforce the assumptions of this study, but also elucidated the fact that water services performance is closely associated with the performance of both councillors and local authorities, thereby allowing the researcher to distinguish between need assessment and need analysis by using both qualitative and quantitative data, which is consistent with McGehee and Thayer (1961:17-25) and most recently the theoretical paradigm of best value regime put forward by Boyne *et al.* (2002). Without the analytical model as submitted by McGehee and Thayer (1961:17-25), though it was published in 1961, and more recently by Boyne, *et al.* (2002), the whole water services education and training needs assessment in this study could have been *ad hoc* and misdirected. Consequently, although the research design in this study has far-reaching limitations, the theoretical framework advanced by these aforesaid authors allowed the researcher to execute the study in such a manner that the eventual validity of the conclusions and results are optimised. This involves proper planning, consideration of the most obvious threats to the validity of the results and objective execution, albeit human error is unavoidable.

Chapter 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

"The most striking of all impressions I have formed since I left London a month ago is of the strength of this African national consciousness... The wind of change is blowing through this continent." (U.K. Prime Minister Harold Macmillan, Cape Town, 1960, cited in Blunt and Jones 1992:211)

5.1 Introduction

The analysis and conclusions drawn are based extensively on both inductive and deductive interpretations and literature evidence in each chapter. As indicated by evidence from the literature in Chapters 1, 2, 3 and 4, the researcher has to be mindful of the "context effects" of "the wind of change" which is still unfolding in RSA's LGDA. According to Mouton (1996:155), the "context effects" can be classified into broad spatio-temporal factors such as historical, socio-political and economic factors and the narrower research setting (local government domain) where the research is conducted. Spatio-temporal factors, which may have affected the conclusions, are taken into account. The latter is due to the notion that, whilst South Africa has developed world-wide water policies, the country is rated as number twenty in the world as a water-deficient state (McKenzie & Bhagwan 1999). This, *inter alia*, poses a serious challenge to all our spheres of government, namely central government, provincial and developmental local government, with the latter being regarded as the form of government closest to its people for rendering community services, including provision of water services and water resource management in terms of catchment management areas (CMAs).

The basic premises set out in Chapter 1 are to identify gaps and water services E&T of councillors in local authorities. The conclusions drawn from the study using evidence from the literature shows that LGDA or implementation of effective, efficient and economic (3Es) viable water services in local authorities in Northern Cape within the context of LGDA or Best Value Regime depends upon the level and calibre of its councillors and officials who perform the analytical and strategic functions of LAs in order to meet the KFAs of LGDA (see Figure 6). It is deduced that the building up of a new LGDA in local authorities requires competent and innovative councillors to design and implement sustainable water services. Through the identified E&T training gaps, it is hoped that councillors will be able to operate effectively in this new complicated, contradictory and rapidly changing

legislative environment in local government. With this understanding in mind, the researcher has to ensure that “context effects” and alternative explanations are noted before making a conclusive assessment of this study.

5.2 Summary and Conclusions of the Literature Study

Based upon the evidence from the literature presented in Chapters 1, 2, 3 and 4, it is clear that, while the role of local government has changed dramatically since 1994 in South Africa, the machinery generally has not. The following inferences can be drawn from the available evidence of the literature review:

Firstly, there is often a mechanistic view of organisational functioning, involving an assumption that local authorities operate on the basis of rationality in accordance with water services policies and goals. Such a view ignores the political, social, psychological and irrational characteristics of local authorities’ daily water services business. This, *inter alia*, frequently leads decision-makers to see possibilities for organisational change only in terms of structural alterations. This mechanistic type of remedy often fails because it ignores the complex reality of LGDA performance areas in water services, as depicted in Tables 6 and 7. The issue of decentralisation of authority, for instance, has been debated by academics and practitioners in the water sector, especially in terms of its generally disappointing record of accomplishment. Yet, these discussions often ignore the realities of political power and political concerns. The need to build developmental local government is more crucial than the need to pursue democratic ideals by decentralising the very authority, which they perceive as indispensable to success in the first task.

Secondly, all spheres of government in South Africa seem to emphasise control of resources rather than performance (Pybus & Bhagwan 2003:3-4). In reviewing most government documents on water-related programmes and projects, it appears that the emphasis on budget delivery is based on inputs, outputs and internal procedures, thereby neglecting measures of outcomes in delivery of water services within the context of the socio-economic and developmental programmes for local government. Much effort is devoted to creating and staffing ever more complicated checking mechanisms, while questions of individual councillors’ competencies and skills for performing their legislative duties in local authorities receive little attention. The recent Masibambane Mid-Term Review Report for Water Services in Kwa-Zulu/Natal, Eastern Cape and Limpopo (DWA

2002) contains rich details of just such a state of affairs. It can be concluded, therefore, that there is an urgent need to move away from input and output kinds of measures to outcomes and impact measures in line BVPIsWS for officials and councillors if LGDA can be realised.

Thirdly, associated with the common mechanistic view of organisational functioning is the overstaffing of the public sectors such as local authorities. From the compelling evidence in the literature, many current reform programmes have focused, rather crudely, on achieving reductions in public sector staffing levels, primarily as a way of cutting costs. It can be inferred that, while inflated wage bills are a serious issue for many Northern Cape local authorities, perhaps more damaging in the long run is the effect which overstaffing almost inevitably has on morale. Many bureaucrats, whose morale is already in decline because of low pay levels as compared to the private sector, become further depressed by the realisation that they are actually performing a useless function.

Fourthly, Jones (1990b) further observes that the civil services of many of the ex-British colonies in Africa seem to have inherited and even strengthened the "cult of the generalist". This ethos, long under question in the British civil service, reflects the customary British mistrust of the professional and admiration of what Steele (1976:25) calls the "tradition of the gifted amateur ... notions of well-roundedness and the stigma attached to those who apply themselves in an ungraceful manner to one narrow field". An immediate and damaging consequence of this ethos is the frequent transfers of senior generalist civil servants, often into posts which demand specialist skills, with predictable consequences.

Fifthly, the researcher has observed a general lack of real knowledge about local government "own affairs" and a clear picture of a capacitated WSA by both officials and politicians in all spheres of government. This, *inter alia*, makes it difficult to enhance the LGDA as envisaged in the White Paper on Local Government (March, 1998) in line with co-operative governance principles. The researcher can be reasonably certain that techniques imported from the West will fail unless they are revised quite fundamentally. Yet some local authorities are performing much better than others. What the researcher could not unpack, mainly due to limited evidence on LGDA and studies of councillors'

competencies in Northern Cape, is why certain councillors and local authorities are performing better than others?

Although this question is beyond the scope of this study, it not only reveals the limitations of this literature review study, but also suggests that most practitioners in the water sector and councillors do not know how to initiate and achieve appropriate organisational change in local government administrative systems. In view of this question, the researcher observed the following trends:

- Failure by Western legal-rational bureaucratic model practitioners and experts to understand Northern Cape local authorities' cultural values and endogenous management systems as well as practices;
- Lack of understanding and knowledge of how to implement the LGDA elements within the water business sector;
- Little or no attention is given to how the pervasive shortages of endogenous management capacity may contribute to the socio-economic and cultural aspects of the local authorities' crisis;
- Failure to build up local capacity to implement LGDA as opposed to the current dependence on external support and experts in the Northern Cape;
- Inability by local authorities to master the techniques of effectively managing and adopting imported water services technology to various LAs characterised by unique settings, demands and needs;
- Lack of E&T programme co-ordination has led to failure by LAs to acquire LGDA technical know-how and stand on their own. Instead, LAs are grossly inefficient and ineffective in water services investment processes. This is further supported and revealed by the recent DWAF (2003) asset assessment report that water infrastructure has deteriorated beyond repair in most LAs. This partly due to LAs' poor O&M plans or non-existence of O&M plans ;
- Lack of local authorities' councillors set of endogenous managerial values, and styles in running executive councils and ward committees read with Figure 3 and Tables 6 and 7; and
- Councillors' lack of skills in policy analysis and evaluation leads to poor decisions, which then undermine their legislative duties.

In view of the above, it is concluded that LAs in Northern Cape have fed on inefficiency and poor economic development partly due to the legacy of the past. Building effective leadership capacity within LAs requires innovative leadership that derives its legitimacy from water customers, stakeholders and water utilities. This means accountability and transparency in local government administrative systems. It also means that the councillors (leadership) must depend on water customers, stakeholders and water utilities to assess their strategic direction, and such leadership must have the moral authority to challenge water customers and stakeholders to attain greater moral and ethical values. Using literature review to collect data, four priority education and training (E&T) needs of councillors have been identified:

- the need to understand water services policy and business cycle within the context of decentralisation and devolution of powers and functions to local government;
- the need for water services business programme management and planning skills;
- the need to understand community participation in water services development plans and development processes; and
- the need for conflict-resolution skills.

These identified E&T training needs of councillors are supported by Professor Woodrow Wilson, who argued that the public service must become

“the instrument of humanity, of social betterment. Its [water services] business is to establish and maintain every condition which will assist the people [including communities, customers, officials and councillors] to a sound and wholesome and successful life” (Wilson 1984:194) (my emphasis).

Mindful of Wilson’s quotation above read with the RSA President’s speech in Chapter 2 (February 2002), events, trends, and changes in local government system necessitate fundamental changes in the definition and performance of LAs and councillors within the context of LGDA theoretical framework. The challenges at this point, however, are multiple and much more complex than those of Wilson’s time. They involve dealing effectively, legally and compassionately with a host of water services and water resource management issues pertaining to the executive powers and functions of councillors. Difficulties in meeting the water sector challenges are compounded by a number of

dimensions in the local government environment. Some of these challenges include the fact that:

- Decision-making is heavily influenced by more than a decade of budget cutbacks and traditional budget allocation as depicted Figure 18 including the possible E&T training barriers indicated in Figure 11;
- There is constant competition with an invigorated private sector for the employment of top officials including recruitment of experienced and qualified councillors in LAs;
- Education and training gaps among officials and councillors on current conceptual, methodological and technical skills in the water business cycle within the context of water scarce situation in the Northern Cape;
- The limited funding options available for councillors and community training on the identified E&T training needs;
- Traditional budgeting scenarios at all spheres of government;
- The absence of information about, and acquisition of the latest conceptual, methodological, and technological advances in the art and science of water services and water resource management;
- Communication gap between councillors and officials in LAs, on the one hand, and between spheres of government, on the other hand; and
- The lack of understanding of the LGDA components and its sub-systems by all sectors, which often leads to a nineteenth-century style of public and OD administration of water services in LAs and CMAs. This also leads to a supply-driven approach in delivering water services and often political interference. Therefore, it is clear that there are a number of impediments at legislative, policy and water services programme levels that need innovative leadership to be eliminated or resolved (Wijesekera and Sansom 2003) rather than simple generating of lists of E&T needs and constraints in LAs.

Based upon inferences drawn from the five chapters of this study, it is concluded that LGDA patterns of responses involving the application of managerial and analytical principles grounded firmly in the nineteenth-century OD and public service management experience and thinking can neither explain nor remedy the complex variables of LGDA and/or the complex array of water crisis that are unfolding in Northern Cape. Thus, for water services to remain a viable "instrument of humanity", especially at municipal level, it is concluded that more effective E&T strategies to equip current and future councillors with

intellectual water business tools and understanding of the LGDA variables are needed to address the complex challenges that lie before them. It is further concluded that a continual E&T programme based on the assumptions of Chapter 1 of this study offers a wide variety of opportunities to LAs and councillors, including that of increasing the officials' sense of professionalism (Wiseman 1989: 89-98), and councillors' executive roles in the decision-making process (Accordino 1989: 345-360), as well as developing the councillors' understanding of the socio-economic and political environment in which they operate. In Chapter 3 the study identified major problems with traditional training approaches and offered an OBE action-based or enhancement strategy as an alternative to the current training approaches in Northern Cape. The latter is due to the proposition underlying this study that E&T is seen as a legitimate entry point for more comprehensive approaches to improve LAs' and councillors' skills and performance in the water sector. Yet, the availability of these E&T modules are meaningless for socio-economic development of communities and viable water business if they are not effectively and efficiently co-ordinated and systematically mobilised toward clearly defined goals of a Best Value Regime paradigm. In pursuit of the objectives of this study in Chapter 1, the researcher makes recommendations for the improvement of the current and nearby future crisis in LAs and E&T needs of councillors in Northern Cape and elsewhere based on the findings of the study.

5.3 Recommendations

From the very great amount of compelling evidence and the deductions drawn by the researcher, it is difficult to identify some recommendations as being more important or even more fundamental than others, for they all form part of a carefully integrated set of recommendations on the Northern Cape local authorities and councillors' leadership role to meet the challenges imposed by various pieces of legislation within the context of LGDA.

5.3.1. On the basis of the statement of the problem in local authorities in Chapter 1 and the conclusion described above, the following recommendations are made:

5.3.1.1. In view of the great and rapidly increasing water-demand needs throughout Northern Cape for improved standards of community basic services such water services, a

comprehensive functional role of local authorities for co-ordination of development of basic water services must be designed by all parties involved in local government affairs;

5.3.1.2. Local authorities' financial and human resources must be enhanced and thus equip councillors to make informed decisions within the water sector, if socio-economic development goals in accordance with Millennium Developmental Goals are to be realised in 2015.

5.3.2 On the basis of compelling evidence in Chapter 2, with special emphasis on LGDA and required competencies and skills for councillors, it is recommended that:

5.3.2.1. Councillors should become more aware of the water services and resource management designs they are applying in their areas of jurisdictions. This requires the exposure of councillors to various water services and resource management strategies and designs for them to make a reasonable choice of their structural arrangements in their local authorities, on the one hand, and to develop localised water services and resource management designs and systems, on the other hand. From this, it is further recommended that such management models or designs must adhere to WSDPs as a chapter of IDPs in which each individual councillor's development plan is incorporated. This will, *inter alia*, allow individual councillors and local authorities to be trained on the practical application of different management designs within the context of LGDA, rather than to approach training from a philosophical perspective;

5.3.2.2. Recruitment of future councillors should take into account the expanded role of local government, which then requires technical and professional expertise in making decisions and reasonable judgements regarding water services delivery mechanisms or options.

5.3.3 On the basis of the findings made in Chapter 3, it is recommended that

5.3.3.1. Local authorities require competent, well-trained and experienced councillors to deal with the technical issues around water services and water resources management with limited capital resources to enable LGDA implementation within the water sector. On

the basis of this, water sector stakeholders should prioritise an education, training and development programme for councillors based on the OBE paradigm in South Africa;

5.3.3.2. Relevant institutional bodies such SALGA, SETAs, and SAQA must seek political support at provincial and national levels for the education and training of councillors in order to narrow the competence gap of councillors in water-related portfolios, if the councillors as decision-makers in local authorities are not be left behind in national and international developments in the water business. It is further recommended that the proposed E&T programme in Annexure D must be accepted;

5.3.3.3. On the basis of recommendations 5.3.3.1 and 5.3.3.2 above, it is further recommended that a structured approach to the water services education and training programme for councillors and local authorities in the water sector must be prioritised in order to achieve the national and global targets such as the eradication of the sanitation backlog by 2010 and Millennium Developmental Goals by 2015 and best value regime requirements as discussed in Chapter 2;

5.3.3.4 All training providers must also be trained or re-trained in the new OBE approach and must be actively involved in the development of an education and training programme for councillors as co-partners in adult education; and

5.3.3.5 Training providers and other relevant development agencies should develop benchmarks or minimum standards for screening local authorities' systems, including competencies of councillors before actual training. This can assist councillors and officials alike to monitor performance through a comprehensive business plan and work plans for each individual councillor and local authority;

5.3.3.6. SAQA, in collaboration with relevant institutions such as ETQA bodies, DWAF, DPLG, DoE; DoL, and SALGA should fast-track the development of unit standards, learnerships and criteria for the registration and accreditation of assessors and moderators. This will, in turn, create a conducive learning environment for councillors in local authorities;

5.3.3.7. The relevant SETAs and ETQA bodies should dedicate a team to communicate the Skills Development Act and Skills Development Levy Act advantages to councillors and officials in local authorities. This will, in turn, assist municipalities to develop workplace skill plans in order to enhance the culture of learning in local government. This will also assist local authorities to successfully access the necessary funds through the skill development project of DoL including prioritisation of councillors' education and training needs as identified in this study;

5.4. Shortcomings of the study

This study does not provide a complete picture of the education and training needs of councillors in the Northern Cape. The analysis of water services education and training needs of councillors in local authorities was mainly based on a literature review. Therefore, the study lacks representativeness. It is further accepted that the conclusions drawn from this study cannot be applied to all local authorities in the Northern Cape, as the provision of sustainable yet affordable water services does not take place in one specific determined environment, since it is a dynamic process. In view of the above, the best value regime (or LGDA) regarded as applicable from the literature review will be regarded as not being applicable in some local authorities in the Northern Cape. This is due to the proposition that the political and other dimensions in the new local government system have a major impact on implementing the best value regime in order to improve basic water services delivery as per constitutional provisions.

However, it is sincerely hoped that this research study will be utilised as baseline information for capacity building and training of councillors in the Water Services and Related Portfolio Committees in the Northern Cape province. Furthermore, it is hoped that the findings will not only be seen as providing baseline information on councillors' needs, but will motivate others in the field to continue with the research which was initiated by this effort. What is exciting, and provides many opportunities, is that so much remains unanswered by this study, and so many challenges of the best value regime and councillors' needs in performing their water services executive duties remain to be met within the ever-changing environment in which they operate in South Africa in general and the Northern Cape in particular.

5.5. Further research

The researcher is of the opinion that this study offers the best value regime by highlighting possible intervention areas to address water services E&T needs of councillors. It is through this that water sector stakeholders can attempt to narrow the identified competence gaps of councillors within the context of LGDA or best value regime in the Northern Cape. In this regard further potential areas of the research are listed below, thought they are not limited to these areas:

5.5.1. In order to verify and elaborate on the findings and recommendations that were made in this study, a more extensive evaluation study on the best value regime over a long period can be undertaken;

5.5.2. Research regarding the proposed education and training model in Annexure D for councillors should be investigated further, where implementation is undertaken with a limited number of councillors or by the use of ward committees through hub centres to ensure community participation in the programme;

5.5.3. Research to determine the correlation between best value regime and water services performance by individual councillors and officials in local authorities;

5.5.4. Research regarding the quality of water services and water resource management systems established after the announcement of powers and functions between category B and C types of municipalities, and further implications of powers and functions influencing delivery of water services on newly authorised WSAs;

5.5.5. Research regarding the level of education and training and commitment of all the role players in the water sector and support offered by provincial and national government to the newly established WSAs after the announcement of powers and functions in 2003;

5.5.6. Research to evaluate the level and relevance of the unit standards and learning programme proposed in this study for councillors in the water-related portfolios;

5.5.7. Research to determine appropriate water services providers in the Northern Cape to accelerate best value regime and Water Services Performance Indicators;

- 5.5.8.** Research to determine the feasibility of hub centres for the institutional support of councillors and officials and how such hub centres can promote ward committee systems with community participation as a key component of sustainability in the water sector;
- 5.5.9.** Research in identifying and refining criteria and indicators for monitoring and evaluating best value regime;
- 5.5.10.** Research to obtain and maintain participation, motivation and commitment of community members and understanding by community members of the dynamics of the new local government system in the Northern Cape Province;
- 5.5.11.** Research to investigate the possible short-term and long-term achievement, through the development of a model which identifies and isolates bias and subjectivity in Northern Cape local authorities, so that the normative criteria can be more successfully applied in accordance with best value regime (or LGDA) as explicitly expressed in various pieces of legislation in South Africa;
- 5.5.12.** Research to explore emerging socio-economic trends and needs and to inform new thinking about how to meet needs;
- 5.5.13.** Research to evaluate the effects and impact of the local authorities' policies and by-laws, services and activities on the quality of life of local citizens;
- 5.5.14.** Research which differentiates different groups and stakeholders in terms of needs, attitudes and benefits from water services business;
- 5.5.15.** Research on the views of officials to inform organisational development and change;
- 5.5.16.** Qualitative approaches to research, which has value in developing in-depth understanding of issues, and in helping to develop relationships between the authority and water services users, citizens and stakeholders;
- 5.5.17.** Accessing and making full use of external resources, applied research and information to inform in-house research activities in local authorities;

5.5.18. Embedding the knowledge derived from research into the processes, routines and assumptions that constitute the “taken-for-granted” bases for policy development and decision making;

5.5.19. Research to explore further decentralisation of water services to local government to include community governance as a sub-sector of local government;

5.5.20. Research to evaluate the impact of powers and functions in the transition from the old to the newly authorised WSAs;

5.5.21. Research to evaluate the Impact of HIV/AIDS in water services within local authorities;

5.5.22. Research to assess the possibility of implementing traditional forms of governance in deep-rural-based WSAs and the impact of such a model within a context of modern democracy in South Africa; and

5.5.23. Research on comparative study between local authorities in SADC countries and the applicability of best value regime using water services as a key delivery for socio-economic development and better quality of life in SADC countries.

This list is by no means exhaustive, but it is hoped that it will provide a stimulus for the identification and initiation of much needed further research in this field. The researcher is of the opinion that the challenge for LGDA in Northern Cape and elsewhere is to find “new images and visions that can help us to deal with the new realities” [as revealed through this literature study] (Muller 1996:41)

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