
Local service delivery enhancement – attitudes: a case study of the Nelson Mandela Bay Municipality

*I TSATSIRE, JD TAYLOR AND K RAGA **

ABSTRACT

In this article, the new developmental mandate assigned to local government is reviewed using the Nelson Mandela Bay Municipality (hereafter referred to as the NMBM) as a case study. The concept of developmental local government is of cardinal importance as it imposes additional specific obligations on municipal councils. In addition, the Constitution of the Republic of South Africa, 1996 (hereafter referred to as the Constitution) requires local government to render quality, affordable and sustainable basic services. Therefore, councillors are now required to meet specific Constitutional and other developmental legislative prescriptions pertaining to their communities and areas of jurisdiction.

An empirical survey was conducted at the NMBM to test selected senior officials and councillors' attitudinal responses to service delivery and the new developmental mandate assigned to local government. The survey intended to establish whether there was institutional capacity to enhance basic service delivery. These findings are elaborated upon in this article.

Keywords: Municipal governance, Developmental local government, Service delivery, Legislation, Ward committee system, Capacity of councillors.

Disciplines: Public Management, Public Administration, Development Studies.

* Dr Israel Tsatsire, (E-mail: Itsatsir@mandelametro.gov.za) is Chief Operations Officer, Nelson Mandela Bay Municipality, Port Elizabeth. Dr John Derek Taylor (E-mail: Derek.taylor@nmmu.ac.za) is Senior Lecturer, Department of Political and Governmental Studies, Nelson Mandela Metropolitan University. Dr Kishore Raga (E-mail: kishore.raga@nmmu.ac.za) is Principal Lecturer, Department of Political and Governmental Studies, Nelson Mandela Metropolitan University.

1. Introduction

Municipalities, in terms of the new developmental mandate, are required to exercise a representative function with enhanced community participation to achieve service delivery, social and economic development and a healthy environment. Section 153 of the Constitution identifies local government as being responsible for setting the developmental framework in their respective jurisdictions. Although municipalities are expected to represent their local communities in a democratic and accountable manner, developmental frameworks will vary from municipality to municipality and will reflect the diverse political dynamics of respective areas.

In addition to providing traditional municipal services, municipalities must now lead, manage and plan for development. Section B of The White Paper on Local Government (1998), describes the kind of leadership municipal councils must provide. Furthermore, municipalities are required to facilitate enhanced participation with communities, organisations and business to contribute to the development of the area. It also describes the Integrated Development Plan (IDP) which is the new approach to planning to assist municipalities to fulfil their developmental role.

Councillors and officials are now required to function in a political environment which imposes additional responsibilities. To comply with legislative prescriptions (directives) in terms of the developmental mandate, councillors are required to adopt numerous policies that have an impact on communities at large. In addition, for councillors to perform their governing functions effectively, they must acquire the ability to function objectively and make rational recommendations in committee and council meetings. To achieve this, councillors need to have a broad and thorough understanding of the communities they represent. Therefore, the governing function of councillors cannot be delegated as they are separately or jointly accountable to the community they represent. Finally, full-time councillors are also members of the mayoral executive committee and chair the relevant standing committees at the NMBM.

This article reviews through an empirical survey the institutional capacity-building needs of NMBA councillors.

2. Definition of Terms

The following definitions of terms are proposed for purposes of the article:

Developmental local government: The White Paper on Local Government (1998:37), defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

Municipality: A municipality is a corporate body and has specific roles and responsibility areas, a political structure, political office-bearers and a municipal manager and has jurisdiction in a defined geographical area as determined by the Local Government: Municipal Demarcation Act 1998 (Craythorne 2006: 119).

Metropolitan municipality: A metropolitan municipality has exclusive executive and legislative authority in its area, as described in section 155(1) of the Constitution.

Capacity: In the Local Government: Municipal Structures Act 117 of 1998, municipality capacity includes the administrative and financial management capacity and infrastructure that enables a municipality to collect revenue and to govern on its own initiative the local government affairs of its community.

Councillor: The Local Government: Municipal Systems Act 32 of 2000 defines a councillor as a member of a municipal council.

Local governance: Local governance requires that institutions around local governments are engaged in the design and implementation of economic and social policy with business elites, community leaders, development corporations, training and enterprise councils, as well as voluntary groups (<http://www.answers.com/topic/local-governance>).

3. Local government and service delivery

The transformation of South African local government has a number of important implications. The first implication is that the status of local government has changed. It has been given more responsibilities and structures have been amended to suit its new responsibilities. Planning is now integrated and developmental, and municipal performance must be measured and judged by the municipality itself, by residents, and by both the provincial and national governments. Other added responsibilities and requirements include the need for local government to be self-sustaining so as to be developmental.

The closeness of local government to the places where needs are felt, means that it is strategically located to perform its mandate of providing basic services to the people, as a first step towards developing communities in South Africa (Section 152 of the Constitution). The delivery of basic services greatly assists in poverty eradication and community development. Local government is now also expected to render limited free basic services. For example, basic water as 6000 litres (6kl) per household per month and basic electricity as 50 kilowatt hours per household per month to communities who cannot afford to pay for municipal services, as per the 2000 Election Manifesto of the ruling African National Congress (ANC) government. This Manifesto views access to basic services as universal and a constitutional requirement (<http://www.info.gov.za/speeches/2008/08032708451001.htm>).

Local government cannot fulfill its mandate without a partnership with the provincial and national governments. Establishing and maintaining sound intergovernmental relations have, therefore, become vital in ensuring the success of local government. The rendering of services has to take place within the spirit of co-operative government, as stated in Chapter Three of the Constitution. Furthermore, the Intergovernmental Relations Framework Act 13 of 2005 establishes a framework for the national government, provincial government and local government to promote and facilitate intergovernmental relations; to provide for mechanisms and procedures to facilitate the settlement of intergovernmental disputes; and to provide for matters connected therewith.

Therefore, the national, provincial and local government spheres should work together to address the many societal problems facing South Africa. However, the infrastructural and other service backlogs caused by apartheid are of such a nature that local government needs substantial resources, mostly financial and quality human resources, to sustain service delivery.

TD, 6(1), July 2010, pp. 271 – 286.

As no single sphere of government can, in isolation, provide services and deal with challenging backlogs in service delivery whilst being developmental, services have to be provided in collaboration with other spheres of government. These include agencies of government, community-based organisations, supported by the private sector, non-governmental organisations and the community itself. Integration of service delivery can also be facilitated through engendering a sound co-operative ethic in the practice of government.

Cooperative government in the form of sound intergovernmental relations forces all spheres to place collective national interest above geographic and spherical interests. Every government institution should make an indispensable contribution to the ultimate goal of the state, namely, the advancement of the general welfare of its citizens. With new boundaries, new structures and new systems, it also became clear that local government could not survive without a new financial management system.

This led to the passing of the Local Government: Municipal Finance Management Act 56 of 2003 (hereinafter referred to as MFMA). The preamble to the MFMA states that the purpose of this legislation is to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith.

The Constitution also positions local government as an independent sphere of government, interrelated to and interdependent with the national and provincial governments. To give it a collective voice, local government speaks from a position of strength through organised local government, as embodied in the South African Local Government Association (hereafter referred to as SALGA).

Section 2.1 which now follows provides an overview of the status of developmental local government.

4. Status of local government

The principles of local government (2006) define the status underlying developmental local government as:-

- (a) The Constitution grants local government original powers. Local government is no longer a function of provincial government, or a third level of government. It has become a sphere of government in its own right. It is part of a system of co-operative government and governance, which includes provincial and national spheres.
- (b) Local government is no longer a site for the delivery of services only, but a crucial site for social and economic development. This requires local government to have a strong developmental focus.
- (c) Local government, within its constraints, has to appropriately contribute to both economic growth and social redistribution.
- (d) Local government is a key arena for the democratic participation of ordinary citizens.
- (e) Municipalities constituting the new local government system have to be financially viable and sustainable.
- (f) Over time, through appropriate negotiations, more powers and functions can be devolved to local government (<http://www.sacp.org.za>).

According to Section 151 of the Constitution, the local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic of South Africa. As the executive and legislative authority of a municipality is vested in its municipal council, the municipality has the right to govern, on its own initiative, the local affairs of its community, subject to national and provincial legislation, as provided for in the Constitution. In addition, national and provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

The above provision in the Constitution positions local government as an independent sphere of government, interrelated and interdependent with national and provincial government. The formal recognition of local government in the Constitution as a sphere of government has enhanced the status of local government as a whole (South Africa Yearbook 2006/2007). Furthermore, municipalities have been accorded a developmental role to enhance service delivery. In this regard, the Constitution requires municipalities to structure and manage their administration budgeting and planning processes to give priority to the basic needs of communities and to promote social and economic development.

The core aspects of developmental local government are described in Section 2.2 which follows.

5. Developmental role of local government

Section 23(1) of the Local Government: Municipal Systems Act 32 of 2000 presents the vision of developmental local government, as envisaged in the Constitution:

A municipality must undertake developmentally orientated planning so as to ensure that it:

(a) strives to achieve the objects of local government set out in Section 152 of the Constitution

b) gives effect to its developmental duties as required by Section 153 of the Constitution.

SALGA (2006) has expressed concern that there appears to be a lack of common understanding, both within and outside local government, of what developmental government really means. It argues that being developmental means that local authorities need to shift their focus from infrastructural services to social and economic development. This implies a shift from an emphasis on service delivery to the impact of service delivery outputs on the quality of life of communities. This approach, SALGA argues, necessitates the formulation of a corporate development strategy that is not just the sum of the service delivery objectives or individual functions, but that represents a set of decisions or choices about what interventions need to be made within a municipality's external environment to produce the desired development impact (<http://www.hologram.org.za>).

In addition, as the Constitution enshrines the rights of all people in this country to dignity, equality before the law, freedom and security, it affirms rights to freedom of religion, expression, culture, association and movement, as well as political, labour and property rights. The Constitution further commits government to take reasonable measures, within its available

resources, to ensure that all South Africans have access to adequate housing, health-care, education, food, water and social security.

The White Paper on Local Government (1998), cautions that the reality of South African cities, towns and rural areas differ dramatically from this ideal. Certain communities are still geographically divided and live in dire poverty, isolated from services and opportunities. The previous local government system failed to address the greatest needs of the majority of South Africans, while the current system has not yet been able to reverse these long-standing patterns of inequality and unmet human needs (Tsatsire 2008:139).

Section 2.3 below outlines the characteristics of local government as identified by The White Paper on Local Government (1998).

6. Characteristics of developmental local government

The White Paper on Local Government (1998), prescribes that developmental local government has four interrelated characteristics, namely:

- (a) Maximising social development and economic growth;
- (b) Integrating and co-ordinating;
- (c) Democratising development; and
- (d) Leading and learning.

In the context of the above characteristics, developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. With the changes in local government legislation and structures, it is inevitable that the roles of local government councillors, officials and the community will be more in keeping with the new dispensation. The new developmental legislation that has been drafted and enacted now requires communities to participate in local governance in order to ensure a local government that is accountable, transparent and responsive to community needs (Planact 2001).

Section 3 describes the research instrument used to conduct the empirical survey. Using NMBM as a case study, the survey aimed to provide an understanding of the participants' attitudes, perceptions and knowledge so that the critical challenges facing developmental local government in South Africa could be addressed. A quantitative approach was used and the sample included selected senior officials and members of the mayoral executive committee.

7. Empirical research

7.1 Research instrument

The research was conducted using a self-administered questionnaire with structured statements and no open-ended questions. However, provision was made for a SWOT analysis so that the participants could express their opinions. English was used as the medium of communication as Council and Standing Committee meetings are conducted in English.

It was assumed that the measuring technique employed, namely, a five-point Likert scale, would presuppose that a particular test item had the same meaning for all respondents, and thus a given response was scored identically for everyone making it.

RATING VALUE

- 1 = Strongly agree
- 2 = Disagree
- 3 = Undecided
- 4 = Agree
- 5 = Strongly agree

The interpretation of the research findings was divided into three sections, namely: section A (independent variables), B (dependent variables) and C (perceptions of the most important developmental challenges facing the NMBM).

7.2 Test sample

Pre-testing highlights unforeseen difficulties in the layout of the questionnaire and in the wording of the questions. Any difficulties can, therefore, be corrected before the full-scale study is undertaken. Pre-testing was done using ten respondents (five senior officials and five standing-committee chairpersons). After the pre-test, the questionnaire was referred to a statistician for final approval so that the data contained in the questionnaire could be quantified and subjected to statistical analysis.

The target population included 75 officials and 11 standing-committee chairpersons. This group was selected because it is strategically situated at the NMBM and the participants take key decisions both politically and administratively. As the survey achieved a response rate of 77.9%, the research findings are based on 67 completed questionnaires of the target research population of 86.

7.3 Data processing

A statistician from the Nelson Mandela Metropolitan University (hereinafter referred to as NMMU) utilised the computer programme “SAS” to process the collected data and to generate the various statistical results. The relative values pertaining to the set statements that emerged from the survey were transferred in codified form to a computer database.

7.4 Interpretation of research findings

The objective of the empirical survey was to test attitudinal responses to aspects such as the institutional capacity of the NMBM to deliver services, public participation, co-operative government, development challenges and political administrative dichotomy. The inherent subjectivity in attitude surveys was realised and kept in mind during the analysis of the results. However, according to Zimbardo and Ebbeson (1969:125), it is possible to measure subjective attitudes by using quantitative techniques, so that each individual’s opinion can be represented by some numerical score.

7.5 Empirical survey results

Statement B1: Municipalities have not yet come to terms with their developmental role.

The results indicated that 45% of the respondents agreed with the statement, 12% were undecided, while 43% responded negatively.

TD, 6(1), July 2010, pp. 271 – 286.

Section 153 of the Constitution gives municipalities a mandate to structure and manage their administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community. Further developmental responsibilities have been imposed upon municipalities in terms of prescriptions contained in a number of Acts pertaining to local government.

Statement B2: Developmental local government starts with service delivery, and if this is failing, then local government cannot be said to be developmental.

Altogether 48% of the respondents agreed with the statement, 22,38% strongly agreed, 4,47% were undecided and 25,37% either disagreed or strongly disagreed.

The Local Government: Municipal Systems Act 32 of 2000 requires municipalities to give priority to the basic needs of the local community, promote its development, and ensure that all residents have access to at least the minimum level of basic services.

According to Carrim (2001:41), basic service refers to a service that is necessary to ensure an acceptable and reasonable quality of life, and, if not provided, would endanger public health or the safety or the environment. Basic services include clean water, sanitation and refuse removal. These services can be provided by a municipality itself or through other alternative service delivery methods in terms of the Local Government: Municipal Systems Act 32 of 2000. This Act further states that service delivery mechanisms and standards should be regularly reviewed with the intention of improving and extending them.

It can be inferred from the above responses that the majority (70.38%) of the respondents do not consider that local government can be developmental.

Statement B3: Municipalities do not have stable financial resources to be able to sustain service delivery without national government support.

The survey responses indicated that 66% of the respondents either agreed or strongly agreed with the statement; 27% either strongly disagreed or disagreed, while 7% were undecided.

According to the Constitution, local government is a sphere of government with its original constitutionally enshrined powers and functions. This means that it is not a third level of government, as was the case in the past, and it is not a function of national or provincial government or subordinate to them. Local government is independent, although it is interrelated with provincial and national government in one overall system of co-operative government. However, the results from the survey indicated that municipalities were not perceived as financially autonomous. Despite additional financial assistance from the higher spheres of government, numerous municipalities failed to spend their budgets, which remain a matter of concern.

Statement B4: Municipalities have basic service delivery backlogs that are affecting their ability to be developmental.

The result indicated that 75% of the respondents supported the statement; 22% responded negatively, while 3% were undecided.

The responses to this statement indicate that service delivery is the starting point in a developmental state. Service delivery and socio-economic development should, therefore, go hand in hand.

Statement B5: The current system of three spheres of government is not promoting municipal service delivery.

Altogether 52,23% of the respondents agreed with the statement; 7,46% strongly agreed, 9% were undecided, while 31,34% either strongly disagreed or disagreed.

The recent 2007 process to review provincial and local government systems further justifies the respondents' responses that the current system of three spheres of government is not promoting municipal service delivery (Interafrica 2009). The policy review process for local and provincial government (2007) provides the following reasons for the possible restructure of the spheres of government:

- (a) Practical experiences and lessons learnt during the implementation of the current system of government.
- (b) South Africans expect more responsive, accountable, efficient, equitable and affordable government and a better quality of service.
- (c) Local government came into being much later than the two spheres of government and incorporating local government into the system of cooperative governance has proved to be complex.
- (d) The absence of a definite policy on provincial government has generated uncertainty about the role of this sphere of government in reconstruction and development.
- (e) It has been difficult to devise a mechanism to address local government skills and capacity challenges based on Project Consolidate lessons.

The concept of integrated service delivery is complicated when provincial department service delivery areas (for example, health or education districts) are not contiguous with municipal boundaries. However, re-defining provincial department service delivery areas to make them co-terminus with municipal boundaries has helped somewhat. But the key challenge still remains one of 'overcoming a level of incoherence' in the execution of national development priorities. The management of service delivery programmes often founders on questions of jurisdiction between departments, organs of state or spheres when policy priorities cut across ministerial mandates and traditional policy fields. The result is a general inability to forge collaborative partnerships or to find common ground for action (Intergovernmental Relations Framework Act: An inaugural report 2005/6-2006/7).

Statement B6: Local government in South Africa is over legislated.

TD, 6(1), July 2010, pp. 271 – 286.

Altogether 42% of the respondents either strongly disagreed or disagreed; 37,31% agreed, 10,44% strongly agreed, while 10,44% were undecided.

The responses indicated that inasmuch as legislation was needed to provide a broad framework for local government, aspects of its implementation and compliance were equally important. As legislation should be enabling instead of impeding delivery, it should simplify and not complicate service delivery issues. Furthermore, the issues of skills and capacity to implement legislation should be given attention, as identified by the respondents in the SWOT analysis. This is an area in which SALGA should play an important role to ensure municipal capacity development enables both delivery and compliance.

Statement B7: Recent service delivery protests (2006/07) in the NMBM are an indication of the lack of public participation and regular communication between the council and the community.

The result indicated that 52,23% of the respondents agreed with the statement; 7,46% strongly agreed, 31,34% disagreed and strongly disagreed, while 9% were undecided.

In terms of the above percentages, the respondents indicated that there was a lack of communication between the NMBM and the local communities. The new system of developmental local government is constitutionally embedded and residents and local institutions are expected to play a significant role in the governance process. This includes taking part in planning activities and budgeting. Communities should be informed by municipalities of the standard and level of services and reasons for any deviation from predetermined standards. This requires a constant flow of information and feedback.

Statement B8: The ward committee system is not functioning properly in deepening democracy and promoting public participation in government.

The result indicated that the majority of the respondents (55,22%) agreed with the statement; 16,41% disagreed, while 12% were undecided. These responses indicated a weakness in the Ward Committee System.

In terms of the Local Government: Municipal Systems Act 32 of 2000, a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Residents, therefore, have a right to participate in municipal decision-making processes. The ward committee system is one of the public participation structures established to fulfill this role. However, according to the respondents, it was not utilised optimally.

Statement B9: Low voter turnout in local government elections is an indication of community dissatisfaction with municipal service delivery.

The results indicated that 43,28% of respondents disagreed with the statement; 7,46% were undecided, 39% agreed, while 10,44% strongly agreed.

Participation in government starts with taking part in an election and goes beyond elections. Voter apathy has a potential to spill over to non-participation in decision-making processes, thereby making the government less accountable.

Statement B10: The Constitutional requirement for the need for public participation and consultation tends to delay service delivery.

Altogether 69% of the respondents either disagreed or strongly disagreed with the statement; 12% were undecided, while 19% agreed.

The above result indicated that public participation enriches service delivery. It also indicated the general respect for the highest law of the land by the NMBM.

To complement the Constitution, the Local Government: Municipal Systems Act 32 of 2000 makes provision for the participation of residents in the:

- (a) Preparation, implementation and review of the IDP;
- (b) Establishment, implementation and review of a municipality's performance management system;
- (c) Preparation of a municipality's budget; and
- (d) Decision about the provision of municipal services.

Despite the above measures to enhance public participation and consultation, apathy still prevails in many communities.

Statement B11: Media focus on poor service delivery assists in improving service delivery.

Altogether 34,32% of respondents either disagreed or strongly disagreed with the statement; 13,43% were undecided, 42% agreed, while 10,44% strongly agreed.

This indicated strongly that local governance has to take place in an open and transparent manner, hence the passing of national legislation on access to information held by the state.

Statement B12: Local government is not fully abiding by the following eight Batho Pele principles relating to service delivery:

- (a) Consultation
- (b) Service standards
- (c) Access
- (d) Courtesy
- (e) Information
- (f) Openness and transparency
- (g) Redress; and
- (h) Value for money.

Altogether 19,40% of the respondents either disagreed or strongly disagreed with the statement; 4,47% were undecided, 69% agreed, while 7,46% strongly agreed.

An analysis of responses indicated that the majority of the respondents believed that local government was not abiding by the Batho Pele principles. This could be attributed to the fact that the Batho Pele Principles (1997) initially focused on national and provincial government, not on local government (Fox 2005). It is only recently that attention has been given to local government as well (Tsatsire 2008:266).

Efforts towards establishing a single public service, which is currently on hold, could assist in building a sense of duty and responsibility to the local communities, irrespective of in which sphere public officials are located.

Statement B13: The Auditor-General's audit qualifications are an indication of the lack of proper financial management and controls in municipalities.

Altogether 63% of the respondents either agreed or strongly agreed with the statement; 10% were undecided, while 27% disagreed.

The aim of the Local Government: Municipal Finance Management Act 56 of 2003 is to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government, to establish treasury norms and standards for the local sphere of government and to provide for matters connected therewith. Responses, therefore, indicate that audit qualifications are an indication of non-compliance with this Act.

Statement B14: Municipalities are faced with the challenge of forward planning, resulting in service delivery disruptions, due to ageing infrastructure.

Only 4,47% of respondents disagreed with the statement; 10,44% were undecided; 73,13% agreed, while 12% strongly agreed.

The positive responses present the worrying reality of the South African government's approach to issues of infrastructure maintenance and upgrades. There has been a series of service disruptions throughout the country, mostly in bigger metropolitan municipalities, as a result of ageing infrastructure (Tsatsire 2008:271). This situation presents challenges, especially considering the rate of growth and investment in major cities as well as the coming Soccer FIFA World Cup 2010. Although infrastructural transfers from the national government have increased annually by 21% since 2000, numerous challenges still exist (National Government: Infrastructure transfer 2009 <http://www.treasury.gov.za/documents>). There is, therefore, added pressure on the existing infrastructure to meet current and future growth demand.

Statement B15: The IDPs of municipalities are not realistic.

Altogether 30% of the respondents either disagreed or strongly disagreed with the statement; 16% were undecided, while 54% either agreed or strongly agreed with the statement.

The results indicated that IDPs were wish-lists and not achievable. Therefore, the majority of the respondents felt that the IDPs of municipalities were, not realistic. In addition, since they are linked to the performance management system, managing the performance of a plan that is not realistic and measurable presents a challenge.

According to the Local Government Bulletin 2007, IDPs suffer from a number of shortcomings. For the Policy review process for local and provincial government (2007), these include the following:

- (a) Poor quality and unrealistic development objectives.
- (b) Lack of inter-governmental co-ordination, as IDPs do not talk to provincial and national plans; and
- (c) Inability of IDPs to alter past planning methods, especially spatial planning and socio-economic inequalities (<http://www.dplg.gov.za>).

It can be deduced from the above findings that the IDP process is complex as numerous role-players have to be consulted and resolutions are required to be adopted within prescribed time frames.

Statement B16: Local government has not yet fully understood its economic development role.

Altogether 18% of the respondents either disagreed or strongly disagreed with the statement; 6% were undecided, while 76% either agreed or strongly agreed.

The past system of local government was not developmental in nature. Now local government is expected to be developmental, which means it also has to focus on economic development. Municipalities, therefore, have to identify various mechanisms to stimulate the local economy in their areas, for example, through tourism initiatives, to create employment opportunities for Small, Medium and Micro Enterprises (hereinafter referred to as SMMEs).

Statement B17: The NMBM has the capacity to meet all national service delivery targets in terms of the National Government Vision 2014.

Altogether 57% of the respondents either disagreed or strongly disagreed with the statement; 21% were undecided, while 22% either agreed or strongly agreed.

According to the IDP of the NMBM (2007), the strategic agenda of the Municipality is shaped by the national, provincial and local perspectives. The National Service Delivery targets are included in the Local Government Election Manifesto of the ruling party, since delivery takes place at the local level. Failure to meet these national targets is not the failure of national government alone, but the failure of all spheres of government.

8. Conclusion

In this article, the empirical survey of selected councillors and municipal officials in managerial positions was explained. The results were interpreted against the background of the assumption that the NMBM, like other municipalities in South Africa, was confronted by numerous challenges in all five key performance areas of the local government transformation agenda, namely: municipal transformation and institutional development; basic service delivery and infrastructure development; local economic development; municipal financial viability and

TD, 6(1), July 2010, pp. 271 – 286.

management; and good governance and public participation, which are threatening its developmental agenda.

Councillors, as community leaders, should play a pivotal role in building a shared vision with the community by mobilising local government resources for the improvement of basic services. Developmental local government requires local authorities to become more strategic, visionary and influential in the manner in which they operate. Municipal councils and officials also have a crucial role to perform as policy makers and advisors, as thinkers and innovators and as custodians of the principles of local democracy. Efforts towards establishing a single public service, which is currently on hold, could assist in building a sense of duty and responsibility to the local communities, irrespective of in which sphere public officials are located.

List of sources

ACTS **see** SOUTH AFRICA.

CARRIM, Y. 2001. From transition to transformation: challenges of the new local government system. *The African Communist*. First Quarter.

CRAYTHORNE, DL. 2006. *Municipal administration: The Handbook*. Juta: Kenwyn.

FOX, W. 2005. Public goods and service delivery: Batho Pele revisited. *Administratio Publica*. Vol. 13. No. 1. July 2005.

NELSON MANDELA BAY METROPOLITAN MUNICIPALITY. 2007. *Profile of Nelson Mandela Bay*.

NELSON MANDELA BAY METROPOLITAN MUNICIPALITY. 2007. *State of Nelson Mandela Bay Report*.

NELSON MANDELA BAY METROPOLITAN MUNICIPALITY. 2007. *Integrated Development Plan*.

NELSON MANDELA BAY METROPOLITAN MUNICIPALITY. 2007. *Intergovernmental Relations Policy*.

PLANACT, 2001. *Module 2: How Local Government Works*. Braamfontain: Ultra Litho.

SOUTH AFRICA YEARBOOK. 2006/2007. *The South African Communication Service*. Pretoria: Government Printers.

- SOUTH AFRICA. 1996. Constitution of the Republic of South Africa of 1996. Pretoria: Government Printers.
- SOUTH AFRICA. 1998. Local Government: Municipal Structures Act 117 of 1998. Pretoria: Government Printers.
- SOUTH AFRICA. 1998. The White Paper on Local Government. Pretoria: Government Printers.
- SOUTH AFRICA. 2000. Local Government: Municipal Systems Act 32 of 2000. Pretoria: Government Printers.
- SOUTH AFRICA. 2003. Local Government: Municipal Finance Management Act 56 of 2003. Pretoria: Government Printers.
- SOUTH AFRICA. 2005-2007. The Implementation of the Intergovernmental Relations Act. An inaugural report 2005/2006-2006-2007.
- SOUTH AFRICA. 2005. Intergovernmental Relations Framework Act 13 of 2005. Pretoria: Government Printers.
- SOUTH AFRICA. 2007. Local Government Bulletin. November/December.
- TSATSIRE, I. 2008. A Critical Analysis of Challenges Facing Developmental Local Government: A Case Study of the Nelson Mandela Metropolitan Municipality. (Unpublished thesis for the DPhil Degree, NMMU).
- PRINCIPLES OF LOCAL GOVERNMENT. 2006. <http://www.sacp.org.za>. Date of access: 03 October 2008.
- POLICY REVIEW PROCESS FOR LOCAL & PROVINCIAL GOVERNMENT. 2007. <http://www.dplg.gov.za>. Date of access: 17 October 2008.
- PUBLIC PARTICIPATION IN LOCAL GOVERNMENT. 2007. <http://www.hologram.org.za>. Date of access: 14 September 2008.
- FREE BASIC SERVICES (FBS). 2008. <http://www.info.gov.za/speeches/2008/08032708451001.htm>. Date of access: 01 October 2008.
- DEFINITION: LOCAL GOVERNANCE. 2008. <http://www.answers.com/topic/local-governance>. Date of access: 11 August 2008.
- NATIONAL GOVERNMENT: INFRASTRUCTURAL TRANSFERS. 2009. <http://www.treasury.gov.za/documents>. Date of access: 19 April 2009.
- INTERNAFRICA. 2009. http://www.internafrica.org/2007_05_01_archive.html. Date of access: 7 March 2009.
- ZIMBARDO, P. & EBBESON, EB. 1969. Influencing Attitudes and Changing Behaviour. Massachusetts: Addison-Wesley.

TD The Journal for Transdisciplinary Research in Southern Africa

Editorial policy

1. TD is an international transdisciplinary journal for research in all fields of scientific endeavour. It is published and edited in the Vaal Triangle Faculty of North-West University in South Africa.
2. Contributions may be in the natural sciences or the humanities. Articles, in which transdisciplinary collaboration between natural and the social or human sciences are explored, are most welcome.
3. The term transdisciplinarity is meant to imply the integrated use of conventional scientific theory and methodology in an effort to explore quantum frontiers of new knowledge in all spheres of scientific endeavour.
4. Regionally editorial content can be based on empirical research in Southern Africa.
5. Authors can make individual contributions or submit work, done in teams.
6. TD is a peer reviewed journal. Contributions of authors will be subject to review by two or more reviewers in disciplines used in the research and writing of an article.
7. Language of the journal: Articles may be in any of the 11 official languages of South Africa. It could also be in any of the major international languages, e.g. French, Italian, Japanese, Dutch, German, Portuguese and Spanish.
8. A maximum of 30 per cent of the editorial content of each edition of the journal may be in a non-English language.
9. Abstracts: Contributions must be accompanied by an abstract of not more than 250 words in the language in which the article is written. Should the text not be in English, an abstract in English (250 words), as well as an executive summary of the article content (about 1 500 word) should accompany the article.
10. Titles of articles: The titles of articles should preferably not exceed 20 words.
11. Names of authors: The names of authors and their institutional affiliation must accompany all contributions. Authors also have to enclose their telephone and fax numbers, email addresses and postal addresses.
12. Reference system: The reference system of authors will be respected by the editorial management, providing it is current in the academic writing in the particular disciplines used to research and write the article. References must also be clear, lucid and comprehensible for a general academic audience of readers. The Harvard and APA reference styles are acceptable. The conventional footnote system of references may also be used.
13. Illustrations: Editorial material, with illustrations, photographs, tables and graphs is welcome. The illustrations should however be of a high-density quality. Should the files be large, they have to be posted in separate emails and appropriately numbered in sequence.
14. Articles should be posted to the editorial secretary electronically at johann.tempelhoff@nwu.ac.za. Notification of receipt of material will take place within 48 hours.
15. Text format: Text must be in 12pt text, with double spacing. Text should preferably be in Microsoft Word.
16. The length of articles should preferably not exceed 8 000 to 10 000 word or 15 to 20 journal pages.
17. Articles that have been published previously in other journals may not be republished in the journal.