

**The influence of the Klerksdorp City Council's
restructuring on the
Department of Civil Engineering**

Mary-Ann van Staden, B.A., Hons.B.A

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Supervisor: Prof G van der Waldt

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ABSTRACT

NATURE AND SCOPE OF THIS STUDY

The political transition in South Africa had a dramatic effect on the broader public service and specifically on local government. The Constitution of South Africa Act 108 of 1996 and the White Paper on Local Government, 1998 provided the framework according to which the transformation of local government was realised and it was further directed by key legislation such as the Local Government: Municipal Systems Act 32 of 2000, the Local Government: Municipal Structures Act 117 of 1998 and the Local Government: Municipal Demarcation Act 27 of 1998.

This legislation, along with the presidential appointed Demarcation Board's reduction of South Africa's 843 municipalities to 284, had a radical impact on the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein municipalities due to the fact that it was legally compelled to amalgamate into a single local municipality. A complicated restructuring process followed to enable the newly amalgamated Klerksdorp City Council to meet its constitutional mandate and local government objectives.

In this study an analysis of the statutory framework for the South African public service and resulting local government transformation processes is done in conjunction with a literature study of the phenomena transformation, restructuring and resistance to change as organisational change processes in order to analyse the Klerksdorp City Council's transformation and restructuring process as well as its effect on the employees and managers of the Department Civil Engineering as role-players in the process.

THE INSTITUTION RESEARCHED

Research was done at the Potchefstroom University for Christian Higher Education and the Department Civil Engineering of the Klerksdorp City Council was chosen for the empirical research.

THE RESEARCH METHOD

This is mainly a literature study aimed at establishing a theoretical basis and all information on the subject was gathered by studying relevant legislation, reports and literature. Empirical research was done by means of questionnaires completed by and semi-structured interviews conducted with the respondents.

The relevant legislation and information obtained were discussed, analysed and evaluated in accordance with the research objectives.

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CHAPTER 1

INTRODUCTION

1. ORIENTATION

The Constitution of the Republic of South Africa Act 108 of 1996 envisaged a complete transformation of the local government system, which was subject to the provisions of the transition process as regulated by the Local Government Transition Act 209 of 1993 until the municipal elections on 5 December 2000. **The** Municipal Demarcation Board, appointed by the President, reduced South Africa's 843 municipalities to only 284. These municipalities were rationalised into Category A, B and C municipalities as prescribed by the Constitution. The powers and functions of the Category B and C municipalities are defined in the Local Government: Municipal Structures Act 117 of 1998.

After the municipal elections of 5 December 2000, the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein local authorities were abolished and amalgamated into a newly established category C local municipality namely the Klerksdorp City Council. Where the Klerksdorp City Council's area of jurisdiction and responsibility was previously only 197,19km² with 212 300 residents or 587,42km² for the KOSH area, it increased after the amalgamation to 3 623,49km² with a total population of 517 900.

The budgetary process only allowed a 5% increase of the four former local municipalities' joint annual capital and operating budgets for the 2001/2 financial year and a 5,5% increase for the 2002/3 financial year. The effect of these financial constraints resulted in certain critical funds in the operating budget of the Department Civil Engineering being depleted within the first six months of both financial years.

The employment uncertainty within these local authorities and the radical changes in the workplace due to the transformation process increased the normal personnel turnover process and resulted in an even further decrease in the number of employees in the Department Civil Engineering. Due to the

envisaged amalgamation, a moratorium was placed since 1999 on the filling of vacant posts.

As a result of financial difficulties at the former Orkney Town Council, the former Stilfontein Town Council being under administration since 1999 and the lack of employees and expertise at the former Hartbeesfontein Town Council, the maintenance of assets such as infrastructure, vehicles and equipment did not receive the necessary attention.

2. PROBLEM STATEMENT

The Department Civil Engineering is responsible for the maintenance of the current civil engineering infrastructure, to provide new infrastructure to rectify the backlog in civil engineering services and satisfy the increasing need for sustainable development in the Klerksdorp municipal area that includes Stilfontein, Khuma, Orkney, Kanana, Klerksdorp, Jouberton, Hartbeesfontein, Tigane and the rural villages in the vicinity.

Without the necessary human power and funds, the Department Civil Engineering with its seemingly demotivated employees, are finding it difficult to render an acceptable level of services to the community and to adhere to the conditions of the Local Government: Municipal Systems Act and the *Batho Pele* principles.

The amalgamation and restructuring process and political influence and pressure on the municipal civil engineering environment due to the participation of politicians and residents in the decision making process have a significant influence on the management of the Department Civil Engineering. Engineers and technically trained personnel are spending more time consulting with and informing the community and councillors and very little time on the actual provision and maintenance of civil infrastructure (Pretorius, 2002:14).

It is against this background that the amalgamation of the Klerksdorp City Council and the effect of the restructuring process on the employees of the Department Civil Engineering will be studied.

3. OBJECTIVES

The objectives of this study are:

- (i) To analyse the phenomenon restructuring with specific reference to local authorities;
- (ii) To analyse the restructuring process in the Department Civil Engineering of the Klerksdorp City Council; and
- (iii) To determine the effect of the restructuring process on employees and managers as role-players in the process.

4. CENTRAL THEORETICAL STATEMENTS

The following preliminary statements can be made:

- (i) The restructuring process has a negative effect on the employees of the Department Civil Engineering; and
- (ii) The restructuring process has a significant effect on the management of the Department Civil Engineering;

5. METHOD OF INVESTIGATION

A literature study, interviews and questionnaires will be used to conduct the research work for this dissertation.

5.1 Literature study

Literature material such as books, reports, legislation and documents will be used as sources for this research. Computer searches for relevant material have been undertaken at the Ferdinand Postma library. Literature material from the Klerksdorp City Council like reports and documents on the KOSH amalgamation and restructuring process will also be used. Ample literature material is available to do research on this topic.

5.2 Data basis

The following data basis will be consulted:

- Catalogue of thesis and dissertation of South African Universities (GKPV)
- Catalogue of books: Ferdinand Postma Library (PU for CHE)
- Nexus (RGN)
- Internet

5.3 Empirical study

Semi-structured interviews with employees, supervisors and managers who are relevant role-players in the Department Civil Engineering will be conducted. Other stakeholders like senior managers will also be interviewed. Relevant issues such as changes in the management process and the effect of the restructuring process on officials at various hierarchical levels will be investigated.

5.4 Design

The design of the empirical study will be one-shot, cross-sectional research where surveys and semi-structured interviews are used to obtain information.

5.4.1 Respondents

Respondents will include the Deputy Municipal Manager (Technical Services), the Manager, Deputy Manager and Assistant Managers of the Department Civil Engineering, supervisors and randomly selected workers from the respective departmental sections.

5.4.2 Measuring instruments

- Statistically processable questionnaires will be personally developed after completion of the literature study.
- Questionnaires that will identify the effect of the transformation process on employees, on the management of the Department Civil Engineering and on

the department's service rendering abilities will be distributed to the respondents.

- Interviews will be held with all respondents.

All data obtained from the interviews and questionnaires will be taken into consideration and will form the basis for interpretation. An empirical analysis will be done to interpret and report the results of the study. Conclusions and possible recommendations will be made at the hand of the results of this analysis.

5.5 Procedure

The following procedure will be followed:

- A literature study will be done as theoretical basis to determine what transformation is and how and why it manifests in local governments.
- Information will be gathered by means of questionnaires and semi-structured interviews with selected respondents to determine if and to what extent the restructuring process of the City Council of Klerksdorp had any effect on them.
- Based on the research objectives, all relevant information obtained will be analysed and evaluated.
- The information, statistics and results will be presented scientifically.

6. PROVISIONAL DIVISION OF CHAPTERS

The study will be divided into chapters to operationalise the objectives of the study. The objectives and central theoretical statement of this study will be discussed as introduction in chapter one. The research and data collection methodology will also be addressed. In chapter two the phenomena transformation and restructuring in local government within its theoretical and statutory framework are analysed and discussed. The changes within the local government environment and the effect it had on Klerksdorp City Council, and specifically on the employees and managers of the Department Civil Engineering, can only be studied by considering the relevant legislation that effected these changes. These legislation include amongst others the

Constitution of South Africa Act 108 of 1996, the White Paper on Local Government of 1998, the Local Government: Municipal Demarcation Act 27 of 1998, the Local Government: Municipal Structures Act 117 of 1998 and the Local Government: Municipal Systems Act 32 of 2000. In chapter three the amalgamation and restructuring of the Klerksdorp City Council are discussed. In chapter four will the empirical research in respect of the effect of the Klerksdorp City Council's transformation and restructuring on the Department Civil Engineering be conveyed. The empirical research consists of a questionnaire and semi-structured interviews that will be conducted with the respondents consisting of the Deputy Municipal Manager (Technical Services), the Manager, Deputy Manager and Assistant Managers of the Department Civil Engineering, supervisors and randomly selected workers from the various sections. In chapter five will conclusions be drawn and recommendations be made.

7. CONCLUSION

In this chapter the objectives of the study were set out in terms of legislation that led to the transformation of local government, the resulting amalgamation and restructuring of the Klerksdorp City Council and the effect it had on the Department Civil Engineering. In chapter two the statutory and theoretical framework for the phenomena transformation and restructuring within the local government environment are analysed and discussed.

CHAPTER 2

THE PHENOMENA TRANSFORMATION AND RESTRUCTURING IN LOCAL GOVERNMENT

1. INTRODUCTION

After the 1994 national elections, the South African Government inherited a society with extreme social and economic inequalities and serious racial, political and social division. Striving towards national reconciliation, all efforts had to be made to orientate and reunite the South African society in terms of a common purpose namely a socially coherent and economic equitable society.

After the municipal elections on 5 December 2000 local government was established as a full-fledged sphere of government alongside national and provincial government. Being the form of government closest to the people of South Africa, the local government system had to be transformed into a system that reflected the values of the national government it represents.

The political transition in South Africa from apartheid to post-apartheid society had a dramatic effect on the public service and later on local government. The Constitution of South Africa Act 108 of 1996 and the White Paper on Local Government, 1998 provided the framework according to which the transformation of local government were realised and were followed by the Municipal Systems Act 32 of 2000, the Municipal Structures Act 117 of 1998 and the Local Government: Municipal Demarcation Act 27 of 1998 as key legislation.

In this chapter will the statutory framework for the broader South African public service transformation and the local government transformation and restructuring process as provided in the relevant legislation, be analysed and discussed. The phenomena transformation and restructuring as organisational change processes as well as the resistance to change concept will also be analysed and discussed for background information according to which the transformation and restructuring process of the Klerksdorp City Council can be studied.

2. BROADER SOUTH AFRICAN PUBLIC SERVICE TRANSFORMATION

The need to transform the public service in general, into a more appropriate and relevant service was identified by the as early as the end of 1991 (Cloete & Mokgoro, 1995:1). It was regarded as illegitimate and clearly required substantial reviewing of the values underlying public services, the existing structures and the way it was functioning.

The Public Service Act of 1994 formed the bases for the integration of the fragmented state administrations into a unified national public service. The White Paper on the Transformation of Public Service, 1995 marked the commencement of an on-going process of public service change and reform that required several new and additional policy documents and White Papers to provide guidelines for these processes.

According to Chapter 1 of the White Paper on the Transformation of the Public Service, 1995 institutional transformation and reform was identified as a key medium and long-term programme to drive the implementation of the South African Government's Reconstruction and Development Programme.

The transformation process furthermore focussed on the need for new managerial leadership forms, the devolution of decision-making power, the democratisation of internal work procedures and the inclusion of civil society organisation into the governance process.

2.1 Transformation and reform

According to Chapter 1 of the White Paper on the Transformation of the Public Service, 1995 the transformation process was intended by the Government as being both a dynamic, focused and relatively short-term process that was aimed at the fundamental reshaping of the public service for the very important role it played in the new South African dispensation within two to three years and on the other hand it was meant to be a broader, longer-term and continuous administrative reform process to align the public service with the changing needs of the domestic and international environments.

2.2 Mission and objectives of the new public service

The South African Government's mission for the new public services are defined as the creation of a people centred and people driven public service characterised by equity, quality, timeousness and a strong code of ethics (SA, 1995). Central identified goals were:

- (a) The creation of a genuinely representative public service that reflects the characteristics of South Africa's demography without loss of efficiency and competence.
- (b) Facilitating the transformation of public servants' attitudes and behaviour towards a democratic ethos supported by the importance of human rights.
- (c) Promoting commitment of public servants to the Constitution and national interest.
- (d) Assisting in creating an integrated but adequately decentralised public service capable of undertaking conventional and development tasks of government with flexibility, creativity and responsiveness to the change procedures.
- (e) Promoting human resource development and capacity building as requirement for effective change.
- (f) Encouraging the development of effective accountability and transparency in public management processes.
- (g) Upgrading of public service delivery efficiency and effectiveness.
- (h) Creating an enabling environment in respect of efficiency and stability to promote economic growth.

2.3 Transformational challenges

Important challenges and constraints had to be resolved before the public service were able to be transformed and being able to play an instrumental role in the social and economic transformation of South Africa. Numerous problematic areas among which employee inequity in terms of race, gender and disability, poor service delivery and discriminatory service provision and the lack of accountability and transparency that were present before the transformation process started, had to be overcome.

These **problems** did not all disappear after the first democratic government in May 1994 and during the broader public service transformation process several new **challenges** were encountered. These challenges included the employees' fear of **change**, anxiety about rationalisation and affirmative action, resistance to change, **the danger** of brain drain and loss of skills, impatience and scepticism of the public regarding the change rate and the lack of a clearly defined and well-communicated vision of change.

Chapter 3 of the Presidential Review Commission Report, 1998 referred in its **assessment** and critique of the transformation strategy to the problematic strategic **location** of the core agencies that are responsible to drive the transformation process. Other concerns were the internal coherence and consistency between the relevant role-players in the change process, the comprehensiveness of the reform programme and the elaboration of the strategic objectives. The absence of a clear strategic plan as well as the disturbingly weak **link** between the administrative reform process and the financial capabilities especially in respect of national budgets and financial policy planning systems were thought to be further risk areas.

2.4 Priorities and processes

The following eight priority areas in the transformation process were identified in Chapter 5 of the White Paper on the Transformation of the Public Service (SA, 1995):

- (a) **Rationalisation** and restructuring of the public service to ensure a unified, integrated and leaner public service.
- (b) **Promoting** improved accountability through institution building and management.
- (c) **Employee** inequity and affirmative action.
- (d) **Changing** services delivery to meet the public's basic needs.
- (e) **Democratisation** of the state.
- (f) **Human** resource development
- (g) **Improving** employment conditions and labour relations.
- (h) **Promoting** a professional service ethos among public servants.

Key processes identified to develop and implement the necessary policies and strategies for transformation included policy formulation and performance measures, strategic planning and implementation, monitoring, evaluation and performance measurement, co-ordination, communication, consultation and participation.

These processes clearly manifested in the prescribed local government processes and procedures such as integrated development planning, the performance management system and participatory governance.

2.5 Transforming service delivery

Chapter 11 of the White Paper on the Transformation of the Public Service, 1995 indicated the nine areas that need to be focussed on in order to improve the service delivery of the public service. These areas include the meeting of basic needs such as job creation, water and sanitation through improved service delivery, affirmative and corrective action in respect of service delivery, government-community partnerships, related budgetary and organisational implications, intergovernmental co-ordination and collaboration, the development of strategies to improve the quantity, quality and equity of service provision, improved service rendering to other departments and agencies, more consultation and improved communication with consumers and the reviewing of existing legislation in respect of the tendering and subcontracting process.

3. THE TRANSFORMATION OF LOCAL GOVERNMENT

The most distinctive feature of local government in its history up to 1979 was the division of powers based on race (Cameron, 1999:76 - 78) that continued until the 1980's brought a realisation that political and economic reform were imperative to ensure stability in the country. Reform was also required at local government level to correlate with the national constitutional changes that included limited power sharing for coloureds and Indians within the 1983 tricameral parliament.

As compensation for being excluded from the tricameral system, blacks in urban townships were given black local authorities with fairly extensive powers. These

black authorities not provided with extra sources of revenue and efforts to raise funds led to protests and violence among the residents.

The financial viability of black local authorities kept deteriorating and a further reform effort to redistribute resources for the establishment, improvement and maintenance of infrastructure, services and facilities through Regional Services Councils where it is needed most and to defuse political unrest by uplifting the quality of life in the townships failed (Cameron, 1999:81).

Major political changes transpired during the 1990's and resulted in the formal democratisation of local government in 1994. The democratisation process was divided in the pre-interim phase from 1994 onwards, the interim phase from the first local government elections in 1995 and the final phase that commenced with the implementation of the final constitutional model (Cameron 1999:85).

To fulfil its role as executive arm of the new democratic government, the South African public service in general had to be radically transformed into a coherent, representative, competent and democratic instrument to implement government policies and to meet all South Africans' needs.

When contemplating the issues that had to be addressed in the transition to become more appropriate, Cloete and Mokgoro (1995:2) indicated the need for new values, the rationalising of administrative structures and processes, effective anti-corruption policies and strategies to improve the public service's effectiveness and efficiency, including the restructuring of local government. New management and administrative approaches and strategies to improve functioning such as strategic management, transparency, accountability, affirmative action and sustainable development were furthermore necessary.

The transitional local government system that was implemented in the pre-interim phase after the implementation of the Local Government Transition Act 209 of 1993, initiated the transformation of local government. It was however a temporary system that took South Africa from the old apartheid system to the required new democratic system.

One of the objectives of the transformation process was that the new local government system had to be developed and in place by the local government elections in 1999 following which a new dispensation for local government was introduced with the municipal elections on 5 December 2000.

This transformation process necessitated normative transformation that included structural as well as functional changes (Cloete & Mokgoro, 1995:196) to become a more democratic, transparent and open system that is based on inclusive, responsive and participatory processes in contradiction with the authoritarian and closed system of the previous dispensation.

Normative transformation included strategies that had to be negotiated to ensure effective mass participation to maximise the legitimacy of the decisions made. The regulatory approach of government had to transform into a development-oriented state, based on non-racial principles with the focus primarily on enriching the quality of life of historically disadvantaged communities in a sustainable manner (Cloete & Mokgoro, 1995:195).

Structural changes included the reincorporating of the TBVC states and own affairs administrations that implied substantial rationalisation of the public service especially at regional and local government levels. Affirmative action had to change the all-white face of the public service especially at management level.

Functional changes focused on the establishment of new structures with new value systems and mission statements and affected the functioning of these systems. Functional activities had to be focused on new normative objectives, more appropriate criteria, improved participatory planning and management procedures.

Various legislation, of which the most important the Constitution of the Republic of South Africa, were formulated and adopted and it prescribed and gave direction to the transformation of the public service as a whole and of which local government is part.

3.1 The Constitution of the Republic of South Africa Act 108 of 1996

The Constitution of the Republic of South Africa Act 108 of 1996 envisaged a complete transformation of the local government system, which was subject to the provisions of the transition process as regulated by the Local Government Transition Act 209 of 1993 until the municipal elections on 5 December 2000.

The legislative authority of the local sphere of government is vested in the municipal councils in terms of section 43 of the Constitution. The power of municipal councils to make law is therefore protected in the Constitution and cannot be revoked without amending the Constitution.

These powers differ radically from the past. Before the first elections with demarcated wards in 1995/6, local authorities were under the control of the national or provincial government. Their powers were given or delegated to them by the national or provincial government and could therefore be taken away at will. The Constitution of South Africa has changed this.

Section 151 of the Constitution gives municipalities, as the local sphere of government with executive and legislative authority, the right to govern on its own initiative, its community's local governmental affairs subject to national and provincial legislation. Section 151(4) furthermore clearly states that national or provincial government may not restrict the municipality's ability or right to exercise its powers or perform its functions.

The aims of local government are defined in the Constitution and guide municipalities in its activities, including the making of by-laws. Section 152(1) of the Constitution states the objects of local government as:

- (a) To provide democratic and accountable government of local communities;
- (b) To ensure service provision to communities in a sustainable manner;
- (c) To promote social and economic development;
- (d) To promote a safe and healthy environment; and
- (e) To encourage the involvement of communities and community organisations in the matters of local government.

A municipality must not only strive to achieve these objects within its financial and administrative capacity in terms of section 152(2) but must according to section 153(a) and (b) of the Constitution, structure and manage its administration, budgeting and planning processes to give priority to the community's basic needs, promote the community's social and economic development and participate in the development programmes of national and provincial government.

According to Steytler, De Visser and Mettler (2000:24) these two provisions of the Constitution centre on four development principles namely democracy, development, a safe and healthy environment for all, and co-operative governance. All the actions of a municipality as local government must be measured against these developmental principles.

A municipality must comply with these principles by ensuring representative, accountable and participatory governance that is characterised by sustainable service delivery, social and economic development and the prioritisation of basic needs within an environmentally healthy and secure environment where co-operative government ensures the participation of all role-players, including the communities or beneficiaries of development programmes, in national and provincial development programmes.

3.2 The White Paper on Local Government, 1998

The White Paper on Local Government, 1998 represented the plan for the new system of local government that had to overcome many of the problems that was caused by history.

The separation of residents according to race resulted in wealth remaining in white areas while the majority of people resided in areas where opportunities, services or facilities were few. This kind of inequalities had to be addressed and rectified.

As previously mentioned constitutes local government the level of government closest to the people. A municipal council is elected by the residents to represent their interests at meetings and the council is responsible to ensure the

delivery of affordable basic services to all residents and to promote economic and social development in the area.

Although the transitional local government system did rectify the racial barriers and single municipalities were formed within an urban area, some problems were still evident:

- (a) Some areas were still wealthy while other areas did not even have basic services.
- (b) Equal ward seat quotas existed irrespective of the much larger population in the previous black areas.
- (c) Fixed majorities were required when voting on budgets and planning resolutions.
- (d) Many municipalities were struggling and were unable to deliver services to their communities. The types and number of councils were revised to ensure that they are able to perform local government functions.

Section B of the White Paper on Local Government, 1998 defines the meaning of development, the kind of leadership that must be provided by councils, the relationships that must be built with communities, organisations, business and other role-players as well as integrated development planning.

A major challenge for local government is to be developmental as prescribed by the Constitution. The economic growth and social development of the community must be promoted, all communities must have access to basic services and steps must be taken to promote sustainable job creation.

Developmental local government is government that is working closely with the residents and all relevant role-players in the community to provide basic services and to promote economic and social development in such a manner that can be sustained or continued into the future. The key roles of a municipality to be developmental in terms of Section B of the White Paper on Local Government are:

(a) Provision of community leadership

All sections of the community must be included when establishing a shared vision and setting development goals. When a shared vision and goals have been determined, the municipality must work with the community towards the achievement of these vision and goals.

(b) Promote social and economic well-being

All the plans, policies, programmes and actions of a municipality needs to be directed towards economic and social development and a better quality of life for all residents, especially those residents that were historically disadvantaged in the apartheid era.

(c) Co-ordination and integration of all efforts to develop the area

To achieve the developmental goals of a municipality, all available resources must be directed, co-ordinated and contributing towards the set goals. All the different plans, efforts and contributions must be brought together so that it works to achieve the shared goals and visions of the community.

It is therefore extremely important that there is effective communication not only between different departments within the municipality but also between the municipality and other spheres of government such as provincial and national government departments. Partnerships with civic, private and public organisations can also be built to achieve these goals.

(d) Promote and build local democracy

Since a municipal council represents the interests of the community, it must ensure that all the local residents are involved in the decisions and processes that affect them. People that are often overlooked, such as women, disabled persons and youth must especially be accommodated and be able to participate.

3.2.1 Developmental local government

The key aims of developmental local government are the provision of basic household infrastructure and services, planning for integrated cities, towns and rural areas and promoting local economic development. Two essential tools that municipalities use to become more developmental are:

3.2.1.1 Integrated development planning

Good planning is imperative for development and integrated development planning is that process designed to enable municipalities to plan effectively for the development in the municipal area.

This planning process is aimed at ensuring that municipalities work closely with the community to assess their needs according to which a common vision, priorities and goals are formulated. Available resources are furthermore assessed, programmes are designed and projects are identified.

The IDP process ensures that the municipal programmes are integrated with those of other municipalities in the vicinity as well as provincial and national programmes. It also co-ordinates the different internal municipal departments such as water, sewerage, roads and housing to ensure that its activities, services and projects are complementary and not incompatible and it integrates the municipality's budget process and medium term financial planning with the area's envisaged development plans.

The next phase of the IDP is the implementation of the projects and it finally provides tools for continuous monitoring and evaluation of the programmes and projects after the planned projects are implemented to make certain that it stays on track.

3.2.1.2 Performance management

The municipality's developmental progress and success have to be measured in respect of its performance and goal achievement. The Performance Management System requires that Key Performance Indicators (PI's) be set as

targets to be achieved. It is then used to determine if the municipality's programmes are on track and that resources are used efficiently. The municipality on its own cannot set the PI's, but the process must involve community groups to build commitment to common goals.

The national management system that are being developed and which are based on municipalities' experience, will help to identify problems at an early stage and to resolve it before becoming a crisis.

3.3 The White Paper on Transforming Public Service Delivery, 1997 (*Batho Pele* Principles)

Batho Pele is a Sesotho word meaning "people first" and it is the government programme set out in the White Paper on Transforming Public Service Delivery, 1997 (Government Gazette No 18340) aimed at the transformation of public service delivery from an inefficient bureaucracy to a culture of customer care where the needs of all South African citizens, irrespective of race, gender or creed, are served.

The guiding principle of the *Batho Pele* programme is that of service to the people where organisations are called upon to deliver responsive, quality services according to eight national principles against which the quality of customer service rendered are to be measured. These principles are a directive to enable national, provincial and local governments to provide quality customer care and to train employees in this respect (SA, 1997:6).

The eight national *Batho Pele* principles are:

3.3.1 Consultation

Residents in the municipal area should be consulted about the level and quality of municipal services they receive and should ideally have a choice about the services that are offered.

3.3.2 Service standards

Residents should be informed **about** the standards of existing and new municipal services so that they are aware of what they are presently entitled to and what they can expect in future.

3.3.3 Access

All residents should have equal **access** to the services to which they are entitled.

3.3.4 Courtesy

Residents should be treated **courteously** and with consideration. Standards in this regard must be set, public **servants** should be trained accordingly and their performance must be measured **regularly**.

3.3.5 Information

Residents must be provided **with** complete, accurate information about the municipal services they are **entitled** to. Information should be provided by means of the local newspapers, **regional** radio stations, at service points and as far as possible in the language **spoken** by local residents.

3.3.6 Openness and transparency

Residents should be informed **about** the administration of a municipality. Detailed information about all **income** and expenditure, personnel, senior officials and their performance against **set standards** must be available to everybody.

3.3.7 Redress

Residents can expect an apology, an explanation as well as a prompt remedy when the promised standard of **service** is not delivered. All complaints should be received with sympathy, followed **by** a quick response and with regular feedback on the progress.

3.3.8 Value for money

All municipal services should be provided as efficiently and economically possible to ensure best value for the taxpayer's money.

3.4 The Local Government: Municipal Demarcation Act 27 of 1998

The Local Government: Municipal Demarcation Act 27 of 1998 provides for measures and procedures for the demarcation of municipal boundaries and other related matters through an independent authority.

In accordance with the authorities delegated to the Municipal Demarcation Board in terms of Chapter 1 of the said Act, it was the responsibility of the Board to demarcate municipal boundaries throughout the Republic of South Africa according to certain objectives and factors.

The objectives of the demarcation process in terms of section 24 of Chapter 2 of the Local Government: Municipal Demarcation Act (SA, 1998:19) was:

- (a) The municipality of the area should be **able** to perform its constitutional responsibilities regarding the provision of a democratic and accountable government to the local communities, the provision of services to the community in an equal and sustainable manner, promoting social and economic development and a safe and **healthy** environment.
- (b) To enable effective local government.
- (c) To enable integrated development.
- (d) To ensure an inclusive as possible **tax** basis of municipal service consumers.

The demarcation process was done in consideration of several factors that had an effect on both the communities and the local authorities and it is described in section 25 of the Act (SA, 1998:19) as being:

- (a) The interdependency of people, communities and economics
- (b) The needs of the areas

- (c) The financial and administrative capacity of the municipality to execute the municipal functions efficiently and effectively.
- (d) The need to share and redistribute financial and administrative resources.
- (e) Provincial and municipal boundaries.
- (f) Traditional urban areas.
- (g) Existing and proposed functional boundaries.
- (h) Existing and expected land uses, social, economic and transport planning.
- (i) The need of co-ordinated municipal, provincial and national programmes and services.
- (j) Topographic and physical characteristics of the area.
- (k) The administrative results of the demarcation on the municipalities' credit ratings, its councillors and personnel.
- (l) The need to rationalise the total number of municipalities within the respective categories in order to ensure effective and sustainable service delivery, financial viability and macro-economic stability.

The most significant contribution of the Municipal Demarcation Board to the local government transformation process was the reduction of South Africa's 843 municipalities to only 284 and its rationalisation into Category A, B and C municipalities.

3.5 The Local Government: Municipal Structures Act 117 of 1998

The Local Government: Municipal Structures Act 117 of 1998 provides for the establishment of municipalities in accordance with the requirements relating to the categories and types of municipalities. It states the criteria according to which the category of municipality that must be established for each demarcated municipal area is determined.

Sections 7 to 10 of the act provides for the establishment of municipalities with either executive mayoral or with collective or plenary executive systems that must be implemented with due consideration to its political, financial and administrative capacities. Municipalities must each have a municipal council and full-time councillors may be appointed in accordance with section 18 of the act.

Section 19 of the act states that municipalities must strive towards the achievement of its constitutional objectives that include the community needs, its priorities to meet these needs, the processes to encourage community involvement, its organisational and delivery mechanisms to meet these community needs and its overall performance in achieving the objectives. These goals must be annually reviewed in conjunction with the development of adequate consultation mechanisms.

The act gives guidelines for the appropriate division of functions and powers between the respective categories of municipality and it regulates the internal systems, structures, office-bearers and electoral systems (SA, 1998:2).

According to section 54 category A, B and C municipalities, which have executive mayoral systems, may elect executive mayors. A mayoral committee may furthermore be appointed (section 60) to assist the executive mayor and specific responsibilities and powers can be delegated to each member of the mayoral committee. Van der Walt (2002:20) considers this as an important step in ensuring strong political leadership that would assist municipal management to face, accept and manage the new local government dispensation's challenges.

Other issues of significant importance addressed in this act are the appointment of a municipal manager as administrative head and accounting officer by the municipal council (section 82) as well as the distribution of functions and powers between district and local municipalities (chapter 5).

3.6 The Local Government: Municipal Systems Act 32 of 2000

The three key elements of development in the constitutional provisions on local government according to Steytler, De Visser and Mettler (2000: 26) are sustainable service delivery, social and economic development and the prioritisation of basic needs.

3.6.1 Sustainable service delivery

Section 73(2)(b) and (c) of the Local Government: Municipal Systems Act states that municipal services must be provided in a manner that is contributing to the

prudent, economic, efficient and effective use of **available** resources that it must be above all be financially sustainable.

Services are considered as being financially sustainable when it is provided in such a way that it ensures affordable services to consumers and it can be provided on an ongoing basis.

3.6.2 Social and economic development

Local governments are instructed by the **Constitution** to promote social and economic development within the community it **serves**. It means that the social and economic condition of the community must be **improved**, that people must be given choices and be included in the decision **making** process when these decisions have an impact on them.

The community's participation does not end at **the** voting for their council representatives but they must remain involved by **actively** participating in local government affairs. Councillors and officials can **therefore** not decide unilaterally on what development is needed by the **community** without consulting the community members. A municipality must be responsive to the local community's needs in terms of section 6(2)(a) of the **Act**.

3.6.3 Prioritise basic needs

Municipalities are obliged in terms of the **Constitution** to prioritise the fulfilment of people's **basic** needs. The basic needs that are **relevant** to a local authority's legislative competencies are water supply, **sewerage disposal**, health care and a safe environment.

A municipality must ensure that all members of the **community** have access to at least the minimum level of basic municipal services **according** to section 73(1)(c) of the Act. The municipality's tariff policy must in **terms** of section 74(2)(c) of the act support this access of poor households to at least **the** basic services.

3.6.4 *Healthy and safe environment*

Municipal services must be environmentally sustainable in terms of section 73(2)(d) of the Act. This refers to pollution of air, water and land, sustainable use of resources, noise pollution and a healthy living environment for all residents.

3.6.5 *Co-operative government*

Development cannot take place in isolation and a municipality must take part in the national and provincial development programmes.

A municipality, as part of a democratic government and society, must reflect the three basic elements of a democracy namely representative governance, accountability and public participation.

3.6.6 *Representative governance*

Councillors are elected by the residents of the municipality to be their representatives and to lead their municipality. Section 81(1) of the Act determines that a function or duty may be delegated to a municipal official or committee of the council, but the council remains responsible to ensure that the service is provided to the local community and for the proper performance of that function or duty (Steytler et. al., 2000:24).

3.6.7 *Accountability*

Members of the local community have the right in terms of Section 5(1)(a) and (b) of the Act to submit complaints to the council, political structure, political office bearer or the administration of the municipality through prescribed mechanisms and have also the right to prompt responses to their complaints.

3.6.8 *Participatory governance*

Participatory governance refers to the ongoing process of debate, dialogue and communication between a local authority and the community. This process must

be nurtured and valued to ensure trust and agreement on decisions between the local community, politicians and council officials (Steytler et.al., 2000:25).

Participatory governance and community participation do not refer to occasional meetings between municipal officials and the community only to inform them about their plans or to obtain inputs from experts or people with power while excluding the poor and the illiterate. Community participation should be regarded as an ongoing process where every decision and action has to be discussed with and approved by the community.

The culture of communities' participation in local government affairs has to be developed (Steytler et.al., 2000:26). It implicates that if the community is not familiar with the correct work processes, official procedures, responsible officials and how they can participate, they will be unable to do so. The local authorities' are therefore obliged to educate the community in this regard.

4. TRANSFORMATIONS AND LOCAL GOVERNMENT RESTRUCTURING

When considering the transformation and restructuring experienced in local government in the light of the following definitions, it is evident that these changes and the results of the change processes comply with the characteristics of organisational transformation and restructuring.

4.1 Definition and characteristics of organisational transformation

Organisational transformation is a universal process that refers to massive changes in any organisation's structures, processes, culture and orientation to its environment. Harvey and Brown (1996:407) define organisational transformation as drastic, abrupt changes to total structures, management processes and corporate cultures. It is applied to effect large-scale, paradigm shifting organisational change (French et.al., 2000:2) and the result of the transformation process is the establishment of totally new models for organising of activities and work performance.

Although the aim of organisational development and transformation is to help individuals and organisations to function better in the increasingly

interdependent, complex and competitive world, its main objective is to simultaneously improve the organisation's effectiveness and the individual's well being.

Research has indicated (Harvey & Brown, 1996:407) that directive rather than participative approaches are more often used to achieve transformational change. This kind of change tends to be shaped more directive or coercively by use of power than by using more collaborative, participative approaches.

Transformation requires a clear, shared vision, a willingness to change, to re-engineer and restructure and the ability to deal with many problems cause by the change process at once. Evidence furthermore indicates that outsiders or executives recruited externally are more willing and enthusiastic to initiate transformational changes than the existing management team.

According to Harvey and Brown (1996:408) there are several approaches to large-scale change depending on the existing conditions. Two of these approaches are the incremental approach which refers to long-term planned change and relies on collaboration and participation from the organisation's members, while transformative change refers to immediate, drastic change accomplished by directive methods.

Dunphy and Stace's 1988 model of large-scale change strategies (Harvey & Brown, 1996:408) are based on three key dimensions namely the time frame of change (long or short), the level of support of the organisation culture and the degree of discontinuity with the environment.

Four process change strategies have been identified from the above-mentioned three dimensions. These strategies are:

(a) Participative evolution

This is an incremental strategy used to keep an organisation in touch with its environment in anticipation of changes. Only minor adjustments are needed and there is sufficient time to adjust. Changes are done collaboratively with the support and participation of the organisation's members.

(b) Charismatic transformation

Radical changes have to be accomplished in a very short time frame with the support of the organisation culture.

(c) Forced evolution

Minor adjustments have to be made over longer periods without the support of the organisation culture.

(d) Dictatorial transformation

This strategy is used in times of crisis when major restructuring is required which may be contrary to the interests of the internal organisational culture. Authoritative direction may be required to ensure the survival of the organisation.

4.2 Definition of restructuring

Organisational restructuring can be defined as the process whereby the organisation's structure that provides the framework that relates the elements of the organisation to one another, is changed or restructured to make it more competitive and successful (Harvey & Brown, 1996:205). Organisational change programmes such as reengineering and restructuring are attempts to increase organisational effectiveness and efficiency.

5. RESISTANCE TO CHANGE

It does not matter how perfectly any change process is planned and implemented, the people involved in the changing organisation have a significant influence on the success of the organisational change. Individual and group behaviour following organisation changes vary according to Judson (in Kreitner & Kinicki, 1998:624) from acceptance on one end of the continuum to active resistance on the other end.

It is logical that the forced organisational changes within local government will affect the employees and their work environment to such an extent that they may

exhibit resistance towards the change process. It is therefore important that the phases of and reasons for the resistance to change be considered.

5.1 Life cycle of resistance to change

Harvey and Brown (1996:154) describe resistance to change as a dynamic process that moves through a life cycle which consists of the following five phases.

5.1.1 Phase 1

The need for change and the seriousness of reform are recognised by only a few people who are often criticised and persecuted by those against the change. The resistance appears to be massive and the envisaged change may either continue to grow or die at this point.

5.1.2 Phase 2

With growing support for change, the opposing groups for and against the change become increasingly identifiable. By discussing the change, it is more understood by more of the organisation's members and the perceived threat is lessened due to increased understanding.

5.1.3 Phase 3

Direct conflict between the two opposing groups for and against change may occur and the underestimation of the resisting group and the extent to which they will go to stop the change, can lead to the downfall of the change process.

5.1.4 Phase 4

After the conflict in the previous phase, the supporters of the change process are in power and the remaining resisting persons are considered to be stubborn and a nuisance. Wisdom is required to deal with those who are still openly resisting as well as those who are still not convinced about the necessity and benefits of the change.

5.1.5 Phase 5

The resisters are **few** and as alienated as those who supported the change in the first phase. The conflict between the supporters and the resisters of the change process is usually subtle and may present itself by means of small verbal disagreements, **questions** or general reluctance. The change will evolve through these five phases regardless of the degree of resistance and from the last phase it may move again into the first phase (Harvey & Brown, 1996:155).

5.2 Reasons for resistance to change

Resistance to **change** is an emotional and behavioural response to either real or perceived **threats** to the familiar and established work environment (Kreitner & Kinicki, 1998:624). Resistance can either be passive or it can build up to overt resistance in the **form** of deliberate sabotage.

There are many **reasons** for resistance to change such as the employees attitude or **predisposition** towards change in general, surprise and fear of the unknown, a **climate** of distrust in the organisation, fear of **failure**, loss of status and/or job security, **peer pressure**, disruption of cultural traditions and/or group relationships, **personality conflicts**. The manner in which the change is enforced, **tactlessness** and **insensitivity** when changes are introduced or when it is introduced at an **unsuitable** time may also trigger resistance. If the reward system does not **reinforce** the change process and the **positive rewards** for changing are not **clear** to the employees, it may also be met with negativity.

The resistance to organisational changes is a complex problem resulting from the **cumulative effect** of a number of factors. Some of the factors psychological of nature such as the **uncertainty** regarding change, fear of the unknown, disruption of the **known** routine, the disturbance in the person's existing social network and the **his** conformity to the existing norms and culture while other factors are more **materialistic** such as the loss of the person's existing benefits, the threat to **his/her** position and power, the threat to the security and the redistribution of **power** within the organisation.

Change strategies do not **always** fail due to change techniques used but can be caused by management's **failure** to obtain acceptance of the proposed strategies from the employees **affected** by the intended changes (Harvey & Brown, 1996:160).

6. CONCLUSION

In this chapter consideration **was** given to the historical background and reasons for the transformation and **restructuring** of local government as part of South Africa's public service in the **post-apartheid** society as well as the relevant legislation that gave direction **to** the transformation process.

The phenomena **transformation** and restructuring were defined, the phases and strategies of the transformation **were** discussed and an overview of resistance to change and the reasons for **this** resistance were given.

In the next chapter the **transformation** and restructuring process from 2000 to 2003 in the Klerksdorp City Council will be described.

CHAPTER 3

THE AMALGAMATION AND RESTRUCTURING OF THE KLERKSDORP CITY COUNCIL

1. INTRODUCTION

Local government is the level of government closest to the people and it is responsible for the delivery of basic services to all South African residents in terms of the Constitution of South Africa Act 108 of 1996. This service delivery responsibility of local government is impeded by factors like the previous political dispensation's legacy of inequitable distribution of resources and consequent backlogs in respect of basic services as defined in the Reconstruction and Development Programme and relevant legislation along with inadequate financial management and inefficient administrative practices.

To enable them to carry out their Constitutional responsibility, local authorities needed to transform their service delivery to communities through a restructuring process that must be based on Integrated Development Plans and a performance management system. The broad objective of this transformation process is the provisioning of services to the community that are sustainable, equitable, efficient, effective and affordable.

This transformation and restructuring process resulted in a extremely dynamic period in the history of local government that brought numerous significant changes to the existing structures and processes within local authorities and the services they render to the communities.

In this chapter the respective phases of the local government transformation process and the final amalgamation of the Klerksdorp, Stilfontein, Orkney and Hartbeesfontein municipalities as experienced within the City Council of Klerksdorp will be discussed to establish a framework for the consideration of the amalgamation and restructuring process' effect on the employees and managers of the Department Civil Engineering.

2. TRANSFORMATION, AMALGAMATION AND RESTRUCTURING OF THE KLERKSDORP CITY COUNCIL

The transformation and restructuring of local government institutions in South Africa took place in three distinctive phases namely the pre-interim, the interim and the final phase (Du Toit & Van der Waldt, 1999:253) and had a significant impact on the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein municipalities, its employees and its service delivery.

The broader local government restructuring process started with the initial incorporation of the townships' black local authorities in the early 1990's and ended with the final amalgamation of the four local municipalities of Klerksdorp, Orkney, Stilfontein and Hartbeesfontein to form the newly established City Council of Klerksdorp on 5 December 2000.

2.1 The transformation process before the 2000 municipal elections

2.1.1 The pre-interim phase

The pre-interim phase of the local government restructuring process commenced on the date the Local Government Transition Act 209 of 1993 came into effect in February 1994. This phase ended with the first local government elections on 1 November 1995 in seven of the provinces, among which the North West province, in May and June 1996 in 1996 in the Western Cape and KwaZulu-Natal respectively (Cameron, 1999:85).

During this phase, negotiating forums negotiated for the successful integration of the separate local governments for different population groups to ensure efficient and effective services to all racial groups (Du Toit & Van der Waldt, 1999:253). It led within the four KOSH municipal areas to the incorporation of the black local authorities of Jouberton, Kanana, Khuma and Tigane with the white local authorities of Klerksdorp, Orkney, Stilfontein and Hartbeesfontein respectively during the early 1990's.

Even at this early stage of the broader local government restructuring process, the possibility of a metropole for the KOSH area was considered and discussed

at initial meetings held in August 1993 and again in the following year in September 1994 (Anon, 1994:unpublished).

The point of departure for the metropole initiative was Chapter 5.12 of the Government's Reconstruction and Development Programme stating that an estimated 800 segregated local authorities must be amalgamated into approximately 300 new local authorities with non-racial boundaries (section 5.12.3.1). Strong metropolitan government should furthermore be established in major centres to assist the integration and co-ordination of urban economies (section 5.12.6.1). It was also proposed that local authority administrations should be structured to ensure maximum participation of civil society and communities in decision-making and development initiatives of local authorities (section 5.12.14).

2.1.2 The interim phase

The interim phase of the local government democratisation process commenced the day after the first local government elections on 1 November 1995 and ended with the central, provincial and local government election on 2 June 1999.

The possible establishment of a metropole for the KOSH area was still a consideration and at a consequent meeting in Klerksdorp held on 12 April 1996 to discuss the matter, the information gathered in 1994 was updated.

The non-payment of rates and services by consumers was one of the crucial challenges for local government in general (Cameron, 1999:250) and municipalities were increasingly utilising their funds and reserves to finance the non-payment of debtor accounts (Cameron, 1999:251). This non-payment of services was a contributing factor to the dire financial situation of the Orkney Transitional Local Council and even resulted in the Stilfontein Transitional Local Council being placed under administration during 1999.

2.1.3 The final phase

The final phase of the local government restructuring process commenced after the June 1999 elections with the implementation of the final constitutional model

(Cameron, 1999:85). New legislation such as the Constitution of South Africa Act 108 of 1998, the Municipal Structures Act 117 of 1998 and the Local Government: Municipal Demarcation Act 27 of 1998 and the Municipal Systems Act 32 of 2000 came into effect and brought radical changes to the four separate KOSH municipalities since it was under legal obligation to amalgamate into a single local municipality.

The deteriorating financial positions of the Orkney and Stilfontein municipalities and the effect it might have on the new, amalgamated Klerksdorp municipality were of great concern in the amalgamation process. The Auditor-General (2000:unpublished) indicated after the audit of the Stilfontein Transitional Local Council for the 1997/8 year that it couldn't be deemed a going concern due to amongst other reasons, the consumer debtors increasing to R26 851 452 and creditors to R13 031 924. The audit report of the Auditor-General (2001:unpublished) for the 1998/9 financial year further expressed concern about the inability of management to control the business and a lack of competency in the Treasury Department.

The report of the Auditor-General (2002:unpublished), following the audit of the Orkney Transitional Local Council for the 2000/1 financial year, indicated that the outstanding consumer debtor balance has increased with 18% from R42 246 343 on 30 June 2000 to R50 050 604 on 30 June 2001 and that the outstanding debtor balance taken over from the Town Council of Kanana was R7 625 545 on 30 June 2001. The creditors balance has at the same time increased with 56% to R22 707 520 and the Office of the Auditor-General was of the opinion that the Orkney TLC could no longer be deemed a going concern.

2.2 The transformation process after the 5 December 2000 elections

Local government was established as a full-fledged sphere of government after the municipal elections held on 5 December 2000. In entering this exiting era, the Klerksdorp City Council was not only challenged with new responsibilities and demands but was confronted with extraordinary and radical changes.

During the local government transformation process the Municipal Demarcation Board, appointed by the President of South Africa, reduced South Africa's 843

municipalities to only 284 and this reduction in the number of municipalities was the reason for the amalgamation of the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein Transitional Local Councils.

The new Klerksdorp Local Municipality was established after the municipal elections held on 5 December 2000 and consisted of the above-mentioned disestablished KOSH local authorities. The newly established municipality's Council consists of 60 councillors of which 30 are elected ward councillors and 30 councillors are proportional councillors representing the various political parties.

The seat of the Council is situated in Klerksdorp and the first meeting of the new Council was held on 11 December 2000 during which the Speaker and Executive Mayor were elected. The Council qualified for 10 fulltime Councillors who were appointed as members of the Executive Mayoral Committee.

A major challenge of the Klerksdorp City Council's transformation process was the amalgamation of the existing administrative, financial and personnel structures into a functional, effective and efficient structure.

2.3 The amalgamation of the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein municipalities

A Municipal Facilitation Committee was established on 2 January 2000 to steer the amalgamation process of the four KOSH municipalities. It consisted of 15 multi-party proportional members of whom 12 members were ANC, 1 member from the DP, 2 members from the NNP, 3 members from the FF, 1 member from the CP and 1 Independent member.

Other members from the respective four municipalities were included in the Municipal Facilitation Committee as to ensure inputs from the four KOSH towns' technical managers such as the Chief Executive Officers/Town Clerks and Heads of Departments, human resource managers in the form of the City Secretaries and Labour Unions as well as political committee members that included the chairpersons of the respective Council Subcommittees. A Public Participation Forum was also established for participation of church leaders,

CDO's, businessmen, sport organisations, farmers, and non-governmental organisations in the amalgamation process.

Important issues such as service delivery points in the municipal area and the proposed organogram for the amalgamated municipality (Meeting of 20 April 2000), the location of the new KOSH municipality seat (Meeting of 25 April 2000) and the status quo report of the Department Civil Engineering (Resolution MFC 26/2000) were discussed.

The Municipal Facilitation Committee deliberated the human resources aspect of the amalgamation process during March 2000 and resolved in April 2000 (Resolutions MFC 8/2000 of 8 March 2000 and MFC 30/2000 of 25 April 2000) that a moratorium is to be placed on the filling of posts, promotions and the re-evaluation of posts until the new organisational structure is in place and that all key positions and other vacancies that need to be filled, only be filled in concurrence with the Committee on a contractual basis for a period until 30 days after the election on 5 December 2000.

2.4 The restructuring process

The newly amalgamated Klerksdorp Local Municipality, who's name changed to the City Council of Klerksdorp, was faced with several critical issues such as the financial problems of the former Orkney and Stilfontein municipalities, the urgent need to implement effective administrative and control measures in the remote areas and the co-ordination of municipal service delivery within all the departments of the administrative units to improve efficiency and effectiveness (Mayco resolution 137/2001 – 20 February 2001).

While the Integrated Development Plan (IDP) for the Klerksdorp municipal area was still being formulated with the due date for the finalisation of the Interim IDP as 31 March 2001 and the final date for approval of the IDP as February 2002, it was from a management point of view necessary to immediately commence with interim amalgamation arrangements and the centralisation of all the departments under supervision of one departmental head.

The Chairperson of the Human Resources Committee in collaboration with the Acting Municipal Manager was tasked on 20 February 2001 (Mayco resolution 127/2001) to determine an action plan for the amalgamation process. The Klerksdorp Local Municipality approved the committee's proposed action plan on 27 March 2001 and a consultant was appointed to facilitate the transformation process on 4 May 2001 with the completion date for the first phase of the process as 30 June 2001.

The objectives of the consultant's facilitation process were the amalgamation of the four municipalities, the centralisation and decentralisation of services, the definition of powers and functions internally and as part of the district municipality, the formalisation of functional and organisational structures, the management and addressing of the employees' uncertainty, the addressing of operational resources and needs and the alignment of the amalgamation process with legislation such as the Municipal Structures and Systems Acts within the IDP timeframe implementation.

The vision, mission, values and purpose for the strategy and amalgamation process were formulated and adopted as policy by the City Council on 16 July 2001 (Council resolution CC194/2001) and came into effect on 1 August 2001.

After formulation of the strategy and objectives for the newly established municipality as well as the objectives for all the departments, work sessions between the consultant and all the municipal departments were held during July 2001 where departmental and sectional heads in conjunction with supervisory staff with sufficient background and insight in the departmental functions and activities reviewed and suggested further changes to the consultants revised and Council approved functional and organisational structure.

A Placement Committee, consisting of four councillors and two representatives from each of the SAMWU and IMATU trade unions, was established on approval of the Mayoral Committee on 20 August 2001 (Mayco resolution 578/2001) to finalise the placement of all personnel in the new organisational structure.

The Acting Municipal Manager, departmental heads, administrative unit managers and the Organisational and Workstudy Officer acted as advisors to the

Placement Committee **when** needed while the relevant Member of the Mayoral Committee of every **department** were invited to participate in discussions regarding that specific **department**.

The finalisation of the **amalgamation** process and final **amendment** of the organisational structure of the new municipality did not occur **during** October 2001 as initially intended **but** where kept in abeyance by the **politician** until the appointment of the new **Municipal Manager**. This delay was motivated by the fact that the appointment of staff is the responsibility of the **Municipal Manager** in accordance with section **55(1)(e)** read in conjunction with section **66** of the Local Government: **Municipal Systems Act 32** of 2000 and subject to the **Employment Equity Act 55** of 1998.

The **Municipal Manager** **was** eventually appointed on 1 **November 2001** and a new Placement Committee **was** nominated by the **Mayoral Committee** resolution 99/2002 on 18 **February 2002** to finalise the placement of all **personnel**.

The appointment of **post level 1** employees (**departmental managers**) took place on 1 **January 2002** and **was** followed with the appointment of employees on **post level 2** (**deputy managers**) and **post level 3** (**assistant managers**). The contract appointment of the **post level 2** and **3** managers resulted in a **lengthy** and **expensive** dispute process about the contracts terms before it **was** finalised during 2003 but the **appointments** were backdated to be **effective** as from 1 **August 2002**.

The formal placement of **the** employees from **post level 4** to **19** took place during **August 2002** but were **not** finalised due to the above-mentioned **dispute** declared in respect of the **post level 2** and **3** employees' contract appointments. The placement process of **the** remaining personnel was eventually **completed** and employees finally received **written** confirmation of their individual **placements** on 14 **April 2003**.

The crippling personnel **shortages** experienced in all **departments** due to the moratorium on the appointment of personnel since 2000 kept increasing due to resignations, retirements and deaths of employees and according to a report by the **Manager**: **Civil Engineering** it became nearly impossible to provide and

maintain civil engineering service to the community at an acceptable level (Els, 2003:unpublished).

The availability of adequate funds were subject to budget constraints imposed by the National Treasury in terms of the Local Government Transition Act and further complicated service delivery during the restructuring process. The budgetary process of the 2001/2 financial year only allowed a 5% increase on the four former local municipalities' joint annual capital and operating budgets with only a 5,5% increase for the 2002/3 financial year (Haarhoff, 2001: unpublished).

These increases did not provide sufficient funds to provide for the growing community needs and to comply with the expectations created by politicians. Other measures to obtain additional operating funds such as the July 2003 increase in property taxes were not received favourably by the Klerksdorp municipal area's residents and there is growing concern and intolerance about the City Council of Klerkdorp's administrative effectiveness, financial viability and the quality of services.

3. AMALGAMATION AND RESTRUCTURING OF THE DEPARTMENT CIVIL ENGINEERING

3.1 The transformation process before the 2000 municipal elections

After the incorporation of the Jouberton, Kanana, Khuma and Tigane black local authorities with the four historically white KOSH municipalities, the personnel involved in the rendering of civil engineering services in the black townships were taken over and accommodated in the various sections of the Departments Civil Engineering. The existing inequalities and backlogs in terms of town-planning, building control, water supply, sewerage disposal, storm-water drainage and construction of roads had to be addressed with the limited funds available.

During 1996 the Workgroup for Engineering Services discussed the following advantages of the possible amalgamation of the KOSH municipalities namely:

- Improved utilisation and availability of resources such as skilled human resources and expensive equipment
- More uniformity in the establishment and application of standards and by-laws in the whole area
- Eliminating the duplication or overlapping of services and functions that occur in the respective towns
- More financial advantages from bulk purchases and joint tenders
- Decrease in total store stock especially in respect of expensive essential stock items
- Improved, effective and co-ordinated development of the KOSH area
- Improved marketing of the whole KOSH area.

At a joint meeting held on 18 February 2000 by representatives of the four municipalities' Departments Civil Engineering in respect of the new municipal structure it was agreed that certain administrative and operational systems need to be changed or standardised on to ensure compatibility after amalgamation. These systems included the two way radio communication system, the departmental filing systems, the Geographical Information System, civil designing computer programmes, the building control system as well as the acquisition of material and stock.

By-laws and policies such as the respective towns' town-planning schemes, by-laws in respect of water supply, sewerage, building and outdoor advertising as well as existing agreements like the agency agreement with the Southern District Council, the agreement with the Midvaal Water Company for water supply to the individual towns, the agreement with the Provincial Government for the maintenance of subsidy roads in the KOSH area and other long term agreements with private firms had to be taken into consideration.

Other aspects that affected the Department Civil Engineering's activities such as applicable work procedures, a single town-planning scheme for the new municipal area, the accommodation of all existing personnel in the new organogram, the availability and condition of vehicles and machinery as well as the operational points could not be attended to at that stage due to the uncertainty about the comprehensive amalgamation process.

The four departments at this stage still functioned independently although severe financial constraints were experienced in the Orkney and Stilfontein Engineering Departments while existing personnel shortages steadily increased after the imposing of a moratorium on the appointment of new personnel during April 2000.

The Town Clerk of Stilfontein requested assistance from the Klerksdorp municipality on 4 August 2000 since service delivery to the community became impossible due to a lack of skilled personnel such as fitters, turners and electricians and the failed effort to privatise its Engineering Department.

3.2 The amalgamation and restructuring process after 5 December 2000

It was decided that the status quo regarding the management and operation of the individual towns' departments would be maintained for the first six months after the elections. Joint meetings between the Klerksdorp departmental and sectional heads with Orkney's Town Engineer, Stilfontein's Acting Town Engineer and Hartbeesfontein's Chief: Technical Services were initiated and held continuously since January 2001 to establish effective communication and technical support between the four towns' Departments Engineering Services.

The appointment of the 10 permanent councillors as members of the mayoral committee resulted in the provision of office accommodation and administrative support to the three councillors with infrastructure related portfolios within the department. Their presence and contributions as well as the continuous consultation and information process in terms of the Batho Pele principles required significant administrative and managerial adjustments. As a result of critical posts becoming vacant, the growing personnel shortage, the increasing problem of inadequate supervision, the inability to provide and maintain civil engineering infrastructure and the operation of critical installations like waste water treatment plants and pump-stations, the amalgamation process had to be expedited.

From May 2001 onwards, employees from the Orkney and Stilfontein units were temporarily transferred to be of assistance at the Department Civil Engineering's administrative offices in Klerksdorp while work teams of the Klerksdorp

administrative unit started to work in the other three units (Anon, 2001:unpublished) in an effort to prevent serious operating and administrative complications.

The utilisation of vehicles and equipment along with the placement of personnel within the department's functional and organisational structure were repetitively discussed with sectional heads and in consultation with supervisors and trade union representatives during 2001.

Information meetings with all departmental employees were held at the Civic Centre and Worksdepot during which the newly appointed members of the Mayoral Committee were introduced to the employees and where the employees were informed of the progress of the amalgamation process.

The remaining employees of the Orkney, Stilfontein and Hartbeesfontein administrative units were finally placed and started to work in the various sections and from the respective reporting points as from June/July 2001 although the formal placement of employees only realised two years later in April 2003.

3.3 Changes and challenges

The amalgamation and restructuring of the City Council of Klerksdorp and the Department Civil Engineering brought a wide variety of changes and challenges that had to be adapted to. It can be argued that these changes and challenges had a significant impact on the Department Civil Engineering but its implications will be determined in Chapter 4.

3.3.1 Larger area and population to be serviced

Where the former Klerksdorp City Council's area of jurisdiction and responsibility was previously only 197,19km² with the joint municipal area of the four KOSH municipalities being 587,42km² in extent, it increased after the amalgamation to 3 623,49km² with the inclusion of the surrounding rural areas.

The population growth to be taken into consideration in the provision and maintenance of civil engineering services indicates an increase of 38 100 residents in the six years from November 1997 to April 2003 and are as follows:

AREA	POPULATION 1997	POPULATION 2003
Klerksdorp	193 300	212 300
Orkney	149 000	154 200
Stilfontein	119 000	105 700
Hartbeesfontein	18 500	24 500
Rural Area	-	21 200
TOTAL	479 800	517 900

The larger municipal area, the extension of civil engineering services and infrastructure along with the organisational restructuring of the Department Civil Engineering resulted in longer distances that need to be travelled daily by work teams and supervisors in the execution of their duties. Production losses due to the longer travelling times, inadequate supervision as well as increased expenditure as a result of fuel consumption and the maintenance of vehicles are experienced.

3.3.2 Financial constraints

The 5% increase for the 2001/2 financial year and the 5,5% increase for the 2002/3 financial year caused severe financial constraint on the operation of the Department Civil Engineering and resulted in the depletion of critical funds such as the allocated funds for vehicle and transportation in the department's operating budget within the first six months of the 2001/2 financial year.

The financial requirements of the department increased in respect of the operating and maintenance of civil engineering infrastructure, the maintenance and/or replacement of old vehicles with high running costs and the rising fuel costs that not only resulted from the increase in the fuel prices but also from the longer distances travelled between the KOSH towns.

3.5.3 Human resources

3.5.3.1 Placement process

The organisational restructuring and placement process started after the election on 5 December 2000 and was finally completed in April 2003. The length of the placement process and the involvement of politicians and consultants in the final organisational structure and placements contributed to the uncertainty and dissatisfaction among the employees.

3.5.3.2 Personnel shortages

Due to the lengthy placement process, the moratorium place on the appointment of new personnel in vacant posts in April 2000 and the high personnel turnover resulting from the resignations, retirements and death of departmental employees, the personnel shortages within the Engineering Departments of the former four KOSH municipalities kept increasing.

The Department Civil Engineering's approved organogram provides for 621 posts in its six sections. On 1 October 2003 the number of vacancies and resulting percentage personnel shortages were as follows:

SECTION	NUMBER OF APPROVED POSTS	NUMBER OF EMPLOYEES	NUMBER OF VACANCIES	% VACANCIES
Administration	8	6	2	25
Town-planning	23	13	10	43,5
Building Construction	38	26	12	31,6
Water	88	67	21	23,9
Sewerage	181	132	49	27,1
Roads	283	147	136	48,1
TOTAL	621	391	230	37

The resignation of skilled employees with many years' experience from key posts such as the Assistant Manager of the Water and Sewerage Section, the Engineering Technician (Sewerage), the Superintendent (Water) and the Administrative Clerk had a significant effect on the functioning of the department.

3.5.3.2 Contract appointments of post level 1 to 3 employees

The Departmental Manager, the Deputy Manager and two of the three Assistant Managers were compelled to apply for their own posts while Orkney's Town Engineer had to apply for a vacant Assistant Manager position within the department. The terms of the performance contract were unacceptable and lengthy negotiations and resulted in criticism about the way the Council and its top management managed the situation.

3.5.4 New work environment and procedures

The radical increase in the size of the municipal area and the transfer of employees from one town to another as well as among entirely different departments within the new organisational structure not only changed the employees' familiar work environment but also the amount and nature of the work. The employees furthermore had to familiarise themselves with and adapt to new work procedures that had to be followed in the execution of daily tasks and had to adapt to new and in some cases much stricter supervisors.

3.5.6 Vehicles and equipment

Budgetary constraints in the KOSH municipalities that were experienced since before the amalgamation process started and that continued afterwards, contributed to the shocking condition of vehicles and expensive equipment such as tractors, graders and bulldozers that are imperative for the provision of civil engineering services.

Inadequate funds and personnel to repair and properly maintain vehicles and equipment along with high fuel costs and complicate service delivery in respect of the transportation of work teams to construction sites, the availability of the necessary equipment for a task or even worse, serious and expensive breakages on equipment and critical installations such as motors at waste water treatment plants or pump-stations that could have been avoided through preventative maintenance (Herholdt, 2003:unpublished).

3.5.6 Inequalities and backlogs in civil engineering services

Access to additional funds from sources such as the Southern District Municipality, the Consolidated Municipal Infrastructure Programme, housing subsidies and the Department of Water Affairs and Forestry to provide civil services in areas where inequalities and services backlogs in respect of water supply, water-borne sewerage systems, storm-water drainage and construction of roads existed increased the workload of the Department Civil Engineering.

See Annexure A and B for details of completed and current water supply and sewerage projects from 1994 to 2003. Cost estimates for funds required to eliminate the existing dehumanising and unhygienic night soil bucket system through the provision of sewerage networks and toilets in respect of 22 476 stands in Jouberton, Kanana, Khuma and Tigane amount to R168 484 000 (EIs, 2003:unpublished).

3.5.7 Batho Pele principles

The application of the Batho Pele principles especially in respect of continuous consultation with and inputs from councillors and the community regarding service levels, service standards and any decision or project that may affect them, brought a new dimension to the provision of civil engineering services. Managers and supervisors with engineering and technical training are daily confronted with long meetings, consultation sessions, conflict management and other human relation related activities.

3.5.8 Integrated Development Planning

The Manager: Civil Engineering and Assistant Manager: Planning, Development and Building Control were respectively appointed as IDP Manager and IDP Specialist for the City Council of Klerksdorp. The compilation of the IDP and the following review processes significantly increased the already extensive workload of all the departmental employees involved. The IDP took also a very long time to be finalized and was not available to give direction to the restructuring process.

3.5.9 Operation of municipal landfill sites

The operation of the municipal areas' landfill sites that were initially the responsibility of the Department Community Services were placed under supervision of the Department Civil Engineering during 2002 after the Department Water Affairs and Forestry threatened to close the sites as a result of non-compliance with permit conditions. The Roads and Storm-water Section took charge of the landfill sites' and brought it up to an acceptable standard.

3.5.10 Preferential Procurement Policy

The implementation of Council's Preferential Procurement Policy brought several drastic changes in the procurement process. The obtaining of the prescribed number of quotations is time-consuming and places an additional burden on the already overburdened supervisors. The calling, adjudication and approval of tenders are a lengthy process and caused in certain cases delays that affected the department's financial management.

4 SUMMARY

The transformation of local government commenced when the Local Government Transition Act 209 of 1993 came into effect and took place in three phases namely the pre-interim phase from 1994 to the first local government elections on 1 November 1995, after which the interim phase began and ended with the central, provincial and local government election on 2 June 1999 and followed by the final phase that brought the implementation of the final constitutional model.

The new legislation that came into effect in the final phase of the transformation process brought radical changes to the four separate local authorities of Klerksdorp, Orkney, Stilfontein and Hartbeesfontein since it was under legal obligation to amalgamate into a single local municipality.

The amalgamation and following restructuring process of the newly established City Council of Klerksdorp is now in its third year and is still continuing. This

process has led to numerous changes and challenges within the Department Civil Engineering that the employees had to face and adapt to.

The next chapter will focus on the results and findings of the empirical study conducted among 43 employees and managers of the Department Civil Engineering to determine the influence the amalgamation and restructuring process had on them.

CHAPTER 4

THE EFFECT OF THE KLERKSDORP CITY COUNCIL'S AMALGAMATION AND RESTRUCTURING ON THE DEPARTMENT CIVIL ENGINEERING

1. INTRODUCTION

In the previous chapter, the phases of the transformation of local government that commenced with the implementation of the Local Government Transition Act 209 of 1993, as experienced in the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein local authorities, the resulting amalgamation of the four local authorities into a single local municipality and the following restructuring process with the changes and challenges experienced in the Department Civil Engineering were analysed and discussed.

This chapter will deal with the empirical research that was done among 43 employees within the Department Civil Engineering to determine the influence of the Klerksdorp City Council's amalgamation and restructuring process on them and their perception of the process.

The Klerksdorp City Council was not only affected by the broader local government transformation process but underwent a radical amalgamation and restructuring process following the Municipal Demarcation Board's reduction of South Africa's 843 municipalities to only 284.

The known structures and systems of the four individual local authorities had to be changed and new ones established and implemented to meet the constitutional mandate and objectives of local government. Since the Klerksdorp City Council as an open system consists of ten different departments or subsystems, changes in the larger, comprehensive system will not take place in isolation but will have a significant influence on all the subsystems of which the Department Civil Engineering is one.

The Department Civil Engineering within the Klerksdorp City Council was elected as a case study for the empirical research of this research. Employees from the department completed questionnaires to determine their perceptions of the broader local government transformation, the Klerksdorp City Council's amalgamation process and how the restructuring process affected them.

2. RESEARCH METHODOLOGY

The objectives of this study as previously indicated in chapter one are:

- To analyse the phenomena transformation and restructuring with specific reference to local authorities;
- To analyse the amalgamation and restructuring process in the Department Civil Engineering of the Klerksdorp City Council;
- To determine the effect of the restructuring process on employees and managers in the Department Civil Engineering as role-players in the process.

The objectives of this research were used to compile a questionnaire consisting of questions formulated from the theoretical analysis done in chapter 2 and the analysis of the Klerksdorp City Council's amalgamation and restructuring process in chapter 3. The objective of the questions were to obtain inputs from the selected employees, supervisors and managers in respect of the effect the restructuring process had on them and on the department's service rendering abilities.

The questionnaires consisted of both open-ended and close-ended questions as to solicit spontaneous responses from the respondents, but furthermore to be able to score the extent to which they were affected by the amalgamation and restructuring process. Semi-structured interviews were also conducted with employees, supervisors and managers who are role-players in the Department Civil Engineering. All questionnaires and responses of the respondents were treated as confidential and anonymous.

The respondents include the Deputy Municipal Manager (Technical Services), the Manager, Deputy Manager and Assistant Managers of the Department Civil

Engineering, supervisors and randomly selected workers on different post levels from the respective departmental sections.

3. PROFILE OF THE RESPONDENTS

Section A of the questionnaire consisted of questions about the respondent's general biographical details and a profile of the respondents is as follows:

3.1 Departmental section where the respondent is working:

SECTION	NUMBER OF RESPONDENTS
Senior Management and Administration	8
Building Construction	6
Town-planning and Building Survey	7
Water	6
Sewerage	10
Roads, Storm-water and Solid Waste	6

3.2 Gender:

Male - 35 Female - 8

3.3 Ages:

20 – 29 : 1
 30 – 39 : 11
 40 – 49 : 22
 50 – 59 : 9

3.4 Racial group:

White : 27
 Black : 15
 Coloureds : 1

3.5 Number of years in service of any one or the KOSH municipalities:

YEARS IN SERVICE	NUMBER OF RESPONDENTS
0 to 5 years	6
6 to 10 years	13
11 to 15 years	11
15 to 20 years	11
More than 20 years	2

3.6 From which KOSH municipality are the respondents originally:

MUNICIPALITY OF ORIGIN	NUMBER OF RESPONDENTS
Klerksdorp	34
Orkney	5
Stilfontein	3
Hartbeesfontein	1

3.7 Educational level:

EDUCATIONAL LEVEL	NUMBER OF RESPONDENTS
Primary School	1
High School	17
Technical qualification	14
Diploma/Degree	9
Post graduate	2

3.8 Resident of:

RESIDENT OF	NUMBER OF RESPONDENTS
Klerksdorp	27
Orkney	8
Stilfontein	5
Hartbeesfontein	1
Other	2

3.9 Post level of respondents:

POST LEVEL	NUMBER OF RESPONDENTS
0	1
1	1
2	1
3	3
4	2
5	3
6	5
7	8
8	4
9	3
10	5
11	3
14	1
16	2
19	1

3.10 Post level affected by amalgamation:

Yes : 19 No : 24

3.11 Supervisory position affected by amalgamation:

Yes : 4 No : 39

4. ANALYSES AND INTERPRETATION OF RESPONSES

The questions on the transformation and restructuring were divided into two sections. Section B dealt with the respondents opinion about the general local government transformation and if the KOSH transformation process had positive results in respect of the objectives of the broader local government transformation. Section C focussed on specific aspects of the Klerksdorp City Council's amalgamation and restructuring process as well as how and to what extent the respondent was affected by it.

4.1. Questions about the general transformation of local government

4.1.1 Do you know what the goals of the transformation of local government are?

Sixty five percent of the respondents know what the goals of the local government transformation are in contrast with thirty five percent who do not know what the goals are.

The respondents who were familiar with these goals were managers, sectional heads, trade union representatives or employees who were initially from the previous black local authorities taken over in the early 1990's. The employees who were not members of the aforementioned groups were not informed about the local government transformation goals.

4.1.2 Do you think this transformation process was necessary?

Eighty two percent of the respondents were of the opinion that local government transformation was necessary. Sixteen percent of the respondents thought it was unnecessary while two percent were unsure about its necessity.

4.1.3 Do you think the general goals of the transformation of the local government such as providing a more representative public service, accountability, transparency and improvement of effectivity and efficiency were reached?

Forty percent of the respondents thought that the general goals of the local government transformation were reached while sixty percent thought that it has not been reached yet.

The accommodation of all the employees already appointed restricted the implementation of a more equitable workforce for a more representative service. The inexperience of people appointed, the lack of trained workers and delays in the transformation process such as the appointment of the necessary personnel compromised effectivity and efficiency.

Further constraints on the process are the length of time it took for the finalisation of the municipal structure, internal politics and power struggles that negatively influence effective and efficient service delivery and new additional levels of control in the administrative process that makes it less effective.

The closing of local municipal offices in Orkney, Stilfontein and Hartbeesfontein in the final local government transformation phase, further compromised effective and efficient service delivery in those towns.

4.1.3 Do you think the KOSH transformation process had any positive results in respect of the following individual general transformation goals?

4.1.3.1 Providing a democratic and accountable local government to the local community

Fifty four percent of the respondents though that the Klerksdorp City Council's transformation process had positive results in this respect, thirty nine percent do not think it had positive results while seven percent were unsure.

4.1.3.2 Improved and sustainable service delivery to the community

Forty nine percent of the respondents were of the opinion that the Klerksdorp City Council's transformation process had positive results in this respect while the same percentage of respondents namely forty nine percent, did not think so. Two percent of the respondents were uncertain.

The allocation of funds primarily for the upliftment of historically disadvantaged communities had a negative impact on the service delivery within the historical white urban areas in respect of the maintenance of existing infrastructure. The lack of operating funds, crippling personnel shortages and the bad condition or lack of vehicles and equipment are not conducive for improved and sustainable service delivery. The growing criticism and dissatisfaction of the community regarding the standard of municipal services confirms the negative results in this respect.

4.1.3.3 Prioritisation of basic needs

Seventy percent of the respondents were of the opinion that the Klerksdorp City Council's transformation process had positive results in this respect in contrast with twenty eight percent who did not think so and two percent who were uncertain.

Among the respondents who did not think the transformation process had positive results in the prioritisation of the communities basic needs where employees who are living in historically disadvantaged areas who noted that this prioritisation of needs is incorrect since roads are in some areas being graded before basic water and sewerage services are provided.

4.1.3.4 Local social and economic development

Fifty eight percent of the respondents thought that the Klerksdorp City Council's transformation process had positive results in this respect while thirty seven nine percent did not think so and five percent were uncertain.

The implementation of Council's new Preferential Procurement Policy had a significant contribution towards local economic development since it gives preference to local contractors, consultants and service providers and historically disadvantages individuals.

4.1.3.5 Promoting a safe and healthy environment

Seventy percent of the respondents were of the opinion that the Klerksdorp City Council's transformation process had positive results in this respect in contrast with twenty eight percent who did not think so and two percent who were uncertain.

4.1.3.6 Involvement of communities in matters affecting them

Sixty five percent of the respondents felt that the Klerksdorp City Council's transformation process had positive results in this respect, contrary to twenty eight percent who did not think so and seven percent who were unsure.

4.1.3.7 improved administrative efficiency and effectiveness

Forty two percent of the respondents confirmed that the Klerksdorp City Council's transformation process had positive results in this respect, fifty one percent did not think it had any positive results and seven percent were uncertain.

4.2 Questions regarding how and to what extent the Klerksdorp City Council's amalgamation and restructuring affected the respondent

4.2.1 Are you familiar with the reasons for the KOSH amalgamation and restructuring process?

Sixty five percent of the respondents were familiar with the reasons for the Klerksdorp City Council's amalgamation and restructuring process and thirty five percent were not familiar with the reasons.

4.2.2 Do you know what the vision and mission of the KOSH transformation and restructuring process are?

Forty seven percent of the respondents knew what the vision and mission of the Klerksdorp City Council's amalgamation and restructuring process are in contrast with fifty three percent who were not familiar with it.

The respondents indicated that they were not informed adequately and that problems in the communication process between the Klerksdorp municipal unit and the other three units were experienced during the amalgamation process.

4.2.3 Do you know what the general goals of the KOSH restructuring process are?

Forty nine percent of the respondents knew what the general goals of the Klerksdorp City Council's restructuring process are and forty nine percent were not familiar with these goals while two percent were unsure.

Some of the respondents indicated that the broader, general goals are known but details of strategic goals are still unknown to them. Others confirmed that these goals were explained to them at meetings between the departmental management and the workers and also at general trade union meetings.

4.2.4 Did the restructuring of the KOSH municipalities affect you (personally and work related) in any way?

Eighty six percent of the respondents confirmed that amalgamation and restructuring of the KOSH municipalities affected them while only fourteen percent did not think that the process affected them.

Although there are respondents who are enthusiastic about the additional work and functions, the critical and continuous lack of resources such as personnel and funds since before the 2000 elections in conjunction with the increased area are causing frustration and work related stress in employees and the respondents feel demotivated since their ability to perform are severely hampered. The lack of trained employees among the workforce and the enforcement of the Klerksdorp work systems and procedures along with new and unknown supervisors and sectional heads had a further negative influence on the respondents work performance.

Where posts became vacant, the additional work has to be dealt with by the remaining personnel due to the moratorium on the filling of posts since 1999 and since the general job re-evaluation is still not completed, all additional work and travelling are done without additional remuneration. The larger areas to be covered had a negative impact on the respondents who receive travelling allowances since these allowances were not adjusted although the distances that need to be covered in conjunction with the additional workload have dramatically increased.

The transfer of employees from other sections and towns negatively influenced job promotion possibilities. Longer work hours due to additional travelling time from Orkney, Stilfontein and Hartbeesfontein to report to the Klerksdorp reporting points, change in work hours, the amendments in salary and bonus payment

dates, decrease in overtime worked as well as changes in benefits and contribution percentages were not welcomed. In some cases the respondents are financially much worse off and are suffering to make ends meet and do financial planning due to the uncertainty of the prolonged placement process.

The uncertainty of the process and future, the contract appointments of post level 1 to 3 employees, the unfair promotion of some employees and placement at lower level posts are contributing factors to job insecurity, dissatisfaction, negativity and lower morale among the respondents. The performance management system and continuous performance measurement are creating additional work pressure.

Questionable decision-making by politicians without the necessary insight and experience further add to the list of frustration of respondents.

4.2.5 Indicate if, how (positive or negative) and the extent to which the following work related aspects were affected by the amalgamation and restructuring process:

JOB RELATED ASPECT	AFFECTED		
	NO	YES	
		POS	NEG
Position	35%	37%	28%
Status	47%	30%	23%
Job security	33%	34%	33%
Rewards (salary, benefits etc)	37%	21%	42%
Social network/ relationships	42%	30%	28%
Cultural traditions	54%	23%	23%
Type of work	23%	40%	37%
Familiar work environment	33%	25%	42%
Amount/extent of work	7%	40%	53%
Ability to perform/do your work	19%	28%	53%

According to the above-mentioned indication, the majority of the respondents thought that all their work related aspects was to some extent either positively or negatively affected by the amalgamation and restructuring process. The aspects

least affected is the respondents' status, social networks or relationships and cultural traditions.

The respondents indicated that their ability to perform or do their work, the amount or extent of the work, the familiar work environment and the rewards they received were to a very great extent negatively affected by the process. On the other hand were there respondents who felt extremely positive about the changes in their positions and the type, amount and/or extent of work.

4.2.6 Do you trust/have confidence in the managers/leaders who are in charge of the transformation and restructuring process:

Only sixteen percent of the respondents trust or have confidence in the managers/leaders who are in charge of the Klerksdorp City Council's transformation and restructuring process. Eighty four percent of the respondents do not trust or have confidence in the managers/leaders.

The relationship between the employees and the leaders and managers in charge of the process was severely damaged by the crucial mistakes that were made in respect of the contract appointment of the post level 1 to 3 managers, expectancies that were created and not delivered on during the placement process and bad managerial decisions. Doubts exist about the leaders and top level managers' competence, ability, diligence, honesty, integrity, personal and political agendas, the slow progress of the restructuring process and especially the placement process and negatively affected the respondents confidence and trust in the Council's leadership and management.

Some respondents are of the opinion that the leaders and managers do not know the employees and are ignorant of the crisis experienced in the workplaces. The power struggle between the administrative and political managers and leaders is regarded as counter productive and detrimental to the Council's general efficiency and effectiveness.

4.2.7 Did management involve you in the KOSH amalgamation and restructuring process:

Thirty three percent of the respondents felt that management did involve them in the Klerksdorp City Council's amalgamation and restructuring process in contrast while sixty seven percent did not feel they were involved.

The respondents are of the opinion that only the employees up to supervisor level and trade unions representing the employees were initially involved in the process. Although the mentioned meetings at which the process was discussed with the employees, they felt excluded. Only the departmental heads of Orkney, Stilfontein and Hartbeesfontein were included while the employees were ignored. The respondents are of the opinion that management ignored the inputs of the supervisors and sectional heads in respect of the amalgamation, the suggested structures and envisaged problems.

4.2.8 Do you think that all the employees were adequately included in the negotiations before decisions about the KOSH restructuring process were made:

Only sixteen percent of the respondents thought that all employees were adequately included in the negotiations before decisions about the Klerksdorp City Council's restructuring process were made while the majority namely eighty four percent did not think that all the employees were adequately included.

Due to the large number of employees involved, they were represented by their trade union representatives in the negotiating process and afterwards informed of the results of the negotiations. Even though measures were taken to consult with trade union representatives, supervisors and sectional heads, the respondents think it was inadequate.

This perceived exclusion of employees in negotiations is according to the respondents, a contributory factor in the uncertainty, distrust, lack of motivation, decrease in loyalty, lack of co-operation and productivity loss since employees were not involved in the establishment of objectives and aligned with the

Council's vision, mission and general goals and are therefore not committed to the amalgamation and restructuring process.

4.2.9 Were you regularly informed about the progress of the KOSH restructuring process:

Thirty percent of the respondents thought that they were regularly informed about the process by means of personal involvement in the process, meetings between managers, employees and trade unions, through information sessions at the works depot with the departmental and sectional heads, in letters from the Acting Municipal Manager or through rumours and the office "grapevine".

Seventy percent of the respondents do not think that they were regularly informed about the restructuring process' progress and experienced the process as being secretive where lots of unnecessary and unfounded rumours were spread. The employees were not given acceptable reasons for the lack of progress and thought that managers did not want to inform them of the true state of affairs. Decisions that were communicated to employees sometimes changed soon afterwards and were a source of confusion. Respondents remarked about the poor dissemination of information to lower level employees and initially between the Klerksdorp and other three units.

4.2.10 Do you think the KOSH amalgamation and restructuring process was transparent:

Thirty seven percent of the respondents thought the Klerksdorp City Council's amalgamation and restructuring process was transparent, fifty four percent did not think so and nine percent were unsure about the transparency of the process.

The respondents doubt the transparency of the process due to the appointment and promotion of incompetent employees, slow progress of the restructuring process, the exclusion of employees and trade unions and decisions being forced down on lower level employees. Since employees were not regularly informed of the progress and circumstances and practicalities prevented the

inclusion of all employees the amalgamation and restructuring process is distrusted and not regarded as open and honest.

4.2.11 Do you think the KOSH restructuring process was fair:

Thirty percent of the respondents thought the Klerksdorp City Council's restructuring process were fair in contrast with sixty eight percent who did not share the same opinion and two percent who were unsure about the fairness of the process.

Despite the complicated nature of the restructuring process that entailed the amalgamation of four municipalities of different groups and employees on different salary structures into a single structure, the respondents indicated that the process were still considered as unfair due to the strong political agenda that was evident and that the goal of saving money was not a concern when senior managers/ leaders appointing additional support personnel on high post levels even though serious personnel shortages existed in all the service departments.

Some respondents from the previous Orkney, Stilfontein and Hartbeesfontein municipalities thought that the employees of the respective towns were not judged equally and fairly and that employees from the smaller towns were disadvantages and that preferential treatment were given to the Klerksdorp employees during the placement process. The perception existed that the Klerksdorp municipality was never dismantled and that it was rather a take-over than an amalgamation process.

The respondents furthermore perceive the placement process as unfair due to the fact that favouritism was evident and that certain employees were disadvantaged by the process with the promotion some and the demotion of others regardless of their years experience, ability and qualifications.

The inappropriate spending of Council's funds on projects in the face of the department's struggle to render a service to the community with serious personnel shortages was mentioned as justification of this opinion.

4.2.12 Did you experience any negativity (in yourself or in colleagues) towards the restructuring process and the changes:

Sixty eight percent of the respondents experienced negativity towards the Klerksdorp City Council's restructuring process while thirty percent did not experience any negativity. Two percent of the respondents were uncertain.

Respondents experienced negativity ranging from feeling discouraged, demoralised and despondent to very overt negative and hostile behaviour especially in respect of new supervisors. These negative attitudes and general negativity in the work place were believed to be resulting from the restructuring and placement process taking far too long (almost three years), unfairness of the placement process, job insecurity, lack of trust in the leadership, incorrect rumours and information causing concerns and doubts and the continuous shortages of personnel and funds.

The pressure from top level managers and political office bearers to perform and increase the department's general productivity irrespective of the critical problems experienced in the sections, their apparent lack of concern about the department's increasing inability to provide an acceptable level of service on the one hand and the communities' increasing dissatisfaction and criticism of the employees further add to the growing negativity among the respondents.

4.2.13 Did you experience/observe any resistance to the changes caused by the restructuring process in other employees of the Department Civil Engineering:

Seventy two percent of the respondents either experienced or observed resistance to the changes caused by the restructuring process in other departmental employees, while only twenty three percent did not experience or observed any resisting behaviour. Five percent of the respondents were unsure.

Behaviour that reflects the employees' resistance to the changes include a noticeable increase in sick leave taken, open negative and hostile attitudes as well as active objections regarding their placements and transfers. A number of

employees went as far as to rather go on early retirement or resign than facing the changes and there is also a noticeable increase in employees applying to be declared medical unfit for work.

The legal opinions sought and resulting dispute declared by post level 2 and 3 managers in respect of their contract appointments is also a clear indication of the respondents' resistance efforts against the unacceptable and unfair change in their service conditions even though they were eventually forced to sign the contracts against their better judgement.

4.2.14 Did the restructuring and amalgamation process have any affect on your attitude towards your work and/or the municipality:

Fifty six percent of the respondents were of the opinion that the Klerksdorp City Council's amalgamation and restructuring process did have an affect on their attitude towards their work and/or the municipality contrary to forty four percent who thought their attitude were not affected.

The respondents that indicated that their attitude were not affected yet, indicated that it is increasingly difficult for them to remain positive among all the negativity and dejection coming from colleagues and the dissatisfaction and criticism from the public and that they are very concerned about the future.

4.2.15 Did the restructuring and amalgamation process have any effect on your own job performance:

Fifty eight percent of the respondents were of the opinion that the Klerksdorp City Council's amalgamation and restructuring process did have an affect on their own job performance while forty two percent thought that it was not affected in any way.

Respondents feel very disheartened and less motivated due to their significant heavier workloads that cannot be dealt with satisfactorily since there are not enough resources such as personnel, funds, equipment and vehicles available.

Their dissatisfaction about changes in their remuneration and benefits together with them feeling exploited furthermore affect their job performance negatively.

The increased number of meetings as well as the continuous and time-consuming consultation with councillors and members of the community influence the respondents' job performance negatively since they have less time available to attend to their actual work.

The respondents who has signed performance contracts confirmed that the regular measurement in terms of the performance management system have an effect on their job performance.

Respondents mentioned that feelings of inadequacy, loss of self confidence and doubts about their own abilities that affected their job performance were experienced after they were placed in lower positions or overlooked when they applied for a promotion post.

4.2.16 Did the restructuring and amalgamation process have any affect on your section's job performance:

The majority of the respondents namely seventy nine percent were of the opinion that the Klerksdorp City Council's amalgamation and restructuring process did affect their section's job performance while only twenty one percent thought it was not affected.

The respondents indicated that the employees being overworked, stressed and unable to cope with the radically increased workloads negatively affected the sections' job performance. The understaffed sections are unable to perform to full potential and deliver work of the same standard that was previously the norm since it is not empowered with enough resources to do so.

The larger municipal area with its new and unknown civil engineering infrastructure along with the critical personnel and funds shortages, the bad condition of official vehicles and equipment and the increasing administrative tasks and meetings affected the sections' work performance negatively.

Councillor interference, employees from different municipalities that are regarded as intruders or competition, supervision problems in the sections due employees' negativity and carelessness further affected the sections.

4.2.17 What changes in the activities and functions of the Department Civil Engineering had a positive effect on your/your sections work performance?

The availability of funds from external sources such as the Consolidated Municipal Infrastructure Programme made uplifting projects in the communities possible while the active implementation of the *Batho Pele* principles, the Integrated Development Planning process and organised meetings of the department with ward committees provided opportunities to build relationships with communities, to identify and prioritise projects, and to listen to their needs.

The placement process and personnel shortages resulted in the promotion of previously disadvantaged individuals within the sections and had a positive response among certain employees. The lack of personnel contributed to increased productivity while the budgetary constraints resulted in strict financial discipline.

4.2.18 What changes in the activities and functions of the Department Civil Engineering had a negative effect on your/your sections work performance?

The respondents felt very strongly about the negative effect some of the changes had on their sections' work performance. They indicated that the larger and unknown work area, the personnel shortages and the lack of funds had an extremely negative effect on the whole department's performance. Although the approved personnel structure was aimed at effective management and service delivery but has to date not succeeded in attaining these goals.

The centralisation of employees in Klerksdorp led to additional travelling costs and less time to do the work and communication problems between the managers, supervisors and workers.

The implementation of Council's Preferential Procurement Policy is considered to be time-consuming, a waste of supervisors' valuable time and costly in respect of production losses, travelling time and telephone calls.

The additional functions and activities of the department in respect of the Integrated Development Planning process, the operation and management of the municipal area's problematic landfill sites, project management of numerous civil engineering and housing projects and the extension of services to rural communities placed an additional burden on managers and administrative personnel. This administrative workload is even more increased by the growing number of reports to be compiled that do not assist with service delivery but takes valuable time and attention.

4.2.19 Do you think the municipality's reward system (i.e. recognition, promotion, salary, bonus, overtime payment, etc.) motivates employees positively?

Only thirty seven percent of the respondents thought that the Klerksdorp City Council's reward system motivates its employees positively. Sixty three percent were of the opinion that the reward system did not inspire and motivate municipal employees positively.

Respondents on performance contracts and those who were promoted in the placement process indicated that they were satisfied with the Council's reward system in contrast with the majority of the respondents who did not have the same experience.

The Council's normal salary and bonus system is not based on employees' performance or productivity and does therefore not serve as an incentive to improve productivity and to achieve set goals. The changes in the working of overtime to decrease expenditure affected the employees negatively and are a source of dissatisfaction.

The respondents felt they **do not** get recognition for their efforts and hard work under difficult circumstances and is demotivated since promotion on the basis of their performance appears to be impossible.

4.2.20 Did the KOSH amalgamation and restructuring process affect the management and supervision of your section/department?

Seventy four percent of the respondents felt that the Klerksdorp City Council's amalgamation and restructuring process did affect the management and supervision of the respective sections and/or department while only twenty six percent thought that it was **not** affected.

The numerous additional functions, the time-consuming consultation process and the enforced performance management contracts place management's performance under pressure and have consequently a detrimental effect on the department's general supervision and control functions. Managers reported that they have very little time to **attend** to the technical work they were trained for and crisis management is at the **order** of the day due to the overloading of managers and supervisors. They **furthermore** do not have time to attend adequately to managerial aspects such as **planning**, organising, leading and control.

The respondents indicated **that** the different levels of training and expertise among the supervisors of **the** four former municipalities, affected the supervision within the sections. The **long** distances that have to be travelled daily by senior supervisors are time consuming and they find it difficult to reach all the necessary places. It **furthermore** leads to less personal contact between supervisors and workers **which** badly influence interpersonal relationships and effective communication in **the** sections.

On the positive side, did **the** amalgamation process lead to improved financial discipline that managers **and** supervisors had to adapt to. Some of the implemented control measures aimed at saving Council money such as the steps to reduce telephone and overtime costs were successful in its goal but negatively affected the **employees'** job performance.

4.2.21 In retrospect, do you think the KOSH amalgamation and restructuring process have been successful?

Only thirty five percent of the respondents considered the amalgamation and restructuring process a success while fifty eight percent did not thought the process as being successful. Seven percent of the respondents were unsure about the process' success rate.

The respondents understand that the amalgamation and restructuring process is a necessity and must work but the critical mistakes made during the process, the too long timeframes, the process not being all-inclusive and the personal gains and political agendas among top level managers and leaders affected the respondents opinions about the success of the process. The process is still regarded as not completed yet and that it is still in the growing pains stage.

It is believed that there are certain successes such as the improvement in service delivery in some areas but that Orkney, Stilfontein and Hartbeesfontein are worse off due to the centralisation and transfer of personnel to Klerksdorp. The amalgamation is thought to be considerably more expensive in respect of its implementation and operation and that the ongoing non-payment of consumers and inherited debts of Orkney and Stilfontein had an extremely detrimental effect on the financial viability of the newly amalgamated Klerksdorp local municipality.

4.2.22 In retrospect, what in the KOSH amalgamation and restructuring process should have been done differently?

The respondents' retrospective evaluation of the amalgamation and restructuring process highlighted the areas that were thought to be the weak areas of the process. It includes the political influence on the process, the amalgamation and Integrated Development Planning processes not being aligned, the managerial abilities of the leaders, the consultation and communication processes, the timeframe of the process and the constraints in respect of the necessary resources such as personnel and operational funds.

The respondents were of the opinion that the management structure was top heavy and that managerial incompetence and inability to effectively steer the process had a negative effect on the process. Politicians, whose sometimes ill-considered decisions complicated and prolonged the process, negatively affected the progress of the restructuring process.

The participation of and effective communication with the employees in the process should have been given more attention. The optimal inclusion of all role-players in the consultation process, more successful efforts to promote effective communication and providing employees with regular and continuous information about the progress would have aligned them with the goals and decreased their uncertainty, negativity, dissatisfaction and suspiciousness. The residents should also have been better informed and the progress of the process regularly communicated to them to ensure better understanding and insight among the community.

The respondents were of the opinion that the restructuring and placement processes took far too long and should have been expedited. The critical personnel shortages should also have been solved through the appointment of additional employees much sooner to capacitate the sections and improve service delivery to the community.

The recurring over-expenditures on operating budgets indicated that operational funds were inadequate and funds should have been allocated and utilised more wisely rather than spending scarce funds on unnecessary, extravagant luxuries and the appointment of high ranking support personnel in newly created additional posts. Adequate funds to appoint personnel in the vacant posts, the repair and maintenance of vehicles and for the increased fuel consumption were identified as specific problem areas.

5. CONCLUSION

The phases of the transformation of local government brought many significant changes to the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein local authorities and resulted in the amalgamation of these four local authorities into a

single local municipality. The amalgamation and restructuring process contained far-reaching changes and challenges for the Department Civil Engineering.

From the empirical research it becomes obvious that the Klerksdorp City Council's amalgamation and restructuring process negatively affected the Department Civil Engineering's employees and also had a significant effect on the management of the Department Civil Engineering.

CHAPTER 5

SUMMARY AND RECOMMENDATIONS

1. SUMMARY

The post apartheid South African Government was – and still is - confronted with a society where extreme social and economic inequalities and serious racial, political and social division existed. The reconciliation efforts to orientate and reunite this divided society, to become socially coherent and economic equitable, received worldwide acknowledgement.

The South African political transition not only had a dramatic effect on the country's public service but also contributed to the transformation of local government as to reflect the values of the national government it represents. It had far-reaching effects on municipal structures, employees and its services due to the changing focus to ensure democratic, developmental and co-operative governance and to provide a safe and healthy environment for all.

The objectives of this research were to analyse the phenomena transformation and restructuring with specific reference to how it realised in local government, the analysing of the transformation and restructuring process in the Klerksdorp City Council with specific reference to the Department Civil Engineering and to determine the effect the restructuring process had on the employees and managers of the Department Civil Engineering as role-players in the process.

In chapter 1 an orientation to the problem, the objectives of the research, the central theoretical statements, the proposed investigation method and procedures as well as the provisional division of the chapters were highlighted.

To operationalise these objectives chapter 2 consisted of the analysis and discussion of the phenomena transformation and restructuring in local government within its theoretical and statutory framework.

From this chapter it can be deduced that the transformation of **the** broader public service and local government required the formulation and **implementation** of a statutory framework to give direction to the strategic planning **processes** and the implementation thereof, ways to monitor, evaluate and **execute** performance measurement, to co-ordinate activities and to realise **effective** and efficient communication, consultation and participation processes.

The Constitution of **the** Republic of South Africa Act 108 of **1996** and the White Paper on Local Government provided the framework **according** to which the transformation of local government evolved. It was followed **by** the Municipal Systems Act 32 of 2000, the Municipal Structures Act 117 of **1998** and the Local Government: Municipal Demarcation Act 27 of 1998 as key **legislation**.

The Constitution envisaged a complete transformation of the **local** government system that was still **subject** to the provisions of the transition **process** as regulated by the Local Government Transition Act 209 of 1993 until the **municipal** elections on 5 December 2000.

The municipal elections on 5 December 2000 established local **government** as a full-fledged sphere of government alongside national and provincial **government** and had to be transformed into a system that reflected the **values** of the national government it represents.

The objectives of local government includes the provision **of** democratic and accountable government to local communities, ensuring **sustainable** services delivery, promoting social and economic development and a **safe** and healthy environment as well as to encourage the participation of **communities** and community organisations in local government matters.

In striving to achieve these objectives within its financial and **administrative** capacity, a municipality must structure and manage its administration, **budgeting** and planning processes with due consideration of the community's basic **needs**, the promoting of

the community's social and economic development and participation in the development programmes of national and provincial government.

Legislation provided for two tools to assist local government in becoming more developmentally orientated. The first is the Integrated Development Plans according to which planning for the development of the municipal area is done in integration with its future budgets and with community participation. The second tool is the Performance Management System that measures a municipality's developmental progress and success in respect of its performance and goal achievement.

Chapter 3 focused on the results of the local government transformation process namely the amalgamation and restructuring of the Klerksdorp City Councils and the changes and challenges the Department Civil Engineering and its managers and employees had to face and adapt to.

It was established that new legislation such as the Constitution, the Municipal Structures Act, the Local Government: Municipal Demarcation and the Municipal Systems Act came into effect and brought drastic changes to the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein municipalities. The Demarcation Board reduced South Africa's 843 municipalities to 284 and the Klerksdorp, Orkney, Stilfontein and Hartbeesfontein Transitional Local Councils were legally compelled to amalgamate into a single local municipality.

The four separate transitional local councils were abolished and the new Klerksdorp City Council established with the municipal elections on 5 December 2000. This amalgamation process held many challenges such as the joining of the four municipalities' existing administrative, financial and personnel structures into a single functional, effective and efficient structure. A complicated restructuring process followed through which the known structures and systems of the four individual municipalities were changed and new ones implemented to enable the newly amalgamated local municipality to meet its constitutional mandate and local government objectives.

A Municipal Facilitation Committee was established at the beginning of 2000 to steer the amalgamation process and efforts were made to include role-players from all four municipalities. A significant step in the amalgamation process was the placing of a moratorium on the filling of posts, promotions and the re-evaluation of posts until a new organisational structure became available. This moratorium played a critical role in the restructuring process that affected municipal employees and service delivery.

Since the Integrated Development Plan for the Klerksdorp municipal area was progressing slowly and was only finalised in 2002, it was for managerial purposes imperative to commence with interim amalgamation arrangements and to centralise the respective departments under supervision of one departmental head.

Several critical issues presented itself namely the financial difficulties of the former Orkney and Stilfontein municipalities, the urgent need to implement effective administrative and control measures in the remote areas and the co-ordination of municipal service delivery within all the departments of the administrative units to improve efficiency and effectiveness and had to be resolved.

An independent consultant was appointed to facilitate the amalgamation process and the vision, mission, values and purpose of the amalgamation process were formulated and implemented. Workshops and meetings were held to obtain inputs from the departmental employees in respect of the department's structure.

The finalisation of the organisational structure and resulting placement process was a critical issue during the amalgamation process. The final organisational structure as only approved after the appointment of the Municipal Manager on 1 November 2001. In terms of the approved structure, departmental managers were appointed on 1 January 2002 followed by the appointment of deputy and assistant managers after an extensive negotiation and dispute process during 2003. The final placements of post level 4 to 19 employees were eventually completed in April 2003, almost two and a half years after the municipal elections of 5 December 2000.

In this chapter it was further deduced that the **amalgamation** and restructuring of the City Council of Klerksdorp and the Department Civil Engineering were confronted with numerous significant changes and challenges in respect of its responsibilities and activities that had to be adapted to. The **larger** municipal area and population, crippling financial constraints, the **uncertainty** caused by the never ending placement process, critical personnel shortages, the contract appointment of post level one to three managers, the unavailability and bad condition of vehicles and equipment, external pressure to address the **inequalities** and backlogs in civil engineering services and the continuous **consultation** process are some of these changes that presumably affected the departmental employees and activities.

Chapter 4 focused on the results and findings of the empirical study conducted among the managers and employees of the Department Civil Engineering.

Although the study group considered the **general** local government transformation process necessary, all respondents were not **completely** familiar with the goals of the process and did not think the general **objectives** such as providing a more representative public service, accountability, **transparency** and the improvement of effectivity and efficiency have been fully reached **yet**.

From the responses of the study group it is **evident** that the employees are still not familiar with the reasons for and the vision, **mission** and general goals of the Klerksdorp City Council's amalgamation and **restructuring** process.

The responses of the study group confirmed **that** employees' work related aspects are to various extents affected by the **amalgamation** and restructuring process. The aspects least affected are the respondents' **status**, social networks or relationships and cultural traditions while their ability to **perform** or do their work, the extent of their work, their familiar work environment and **the** rewards they received are to a very great extent negatively affected by the process.

It was evident that the respondents do not fully trust or have confidence in the City Council's top management and political leadership and did not perceive the amalgamation process as either transparent or fair.

According to the research results, the employees were not sufficiently involved in the amalgamation and restructuring process and were not adequately included in negotiations before decisions about the restructuring process were made. The employees felt excluded in the whole process and according to their perception they were not regularly informed about the process' progress.

The exclusion of employees in the process, the lack of regular information and feedback, distrust in the top management and leadership were among the contributory factors in the growing uncertainty and negativity that the employees experienced. It resulted in employees' exhibiting resistance behaviour towards these changes that were counter-productive and disturbed the department's productivity levels and stability even more.

According to 79% of the respondents, the amalgamation and restructuring process did affect the department's work performance negatively while 74% of the respondents were of the opinion that the department's management and supervision very negatively influenced. The changes in the activities and functions affected the department more negatively than positively with the main reasons being the sections' inability to satisfactorily cope with the increased workloads and growing community demands and dissatisfaction due to the critical personnel shortages and continuous lack of adequate funds.

2. RECOMMENDATIONS

After interpretation of the relevant information it becomes obvious that the Klerksdorp City Council's amalgamation and restructuring process negatively affected the Department Civil Engineering's employees and had a significant effect on the supervision and management of the Department Civil Engineering.

In contemplation of its definition, namely that organisational transformation is a process that effects large-scale changes to organisational structures, processes, cultures and orientation to its environment with its main objective as to simultaneously improve organisational effectiveness as well as the individual's well-being and secondarily to help individuals and organisations to function better in the increasingly interdependent, complex and competitive world, it is uncertain that the Klerksdorp City Council's transformation process succeeded in all respects.

The results of the Klerksdorp City Council's organisational restructuring, which can be defined as the process through which the organisation's structure that provides the framework for relationships between the different organisational elements, was changed or restructured to make it more competitive and successful in terms of organisational effectiveness and efficiency, are also questionable.

As stated in chapter two, a transformation process requires a clear, shared vision, a willingness to change and restructure and the ability to deal with the problems caused by the change process including the employees' resistance to changes that are predictable emotional and behavioural responses to real or perceived threats to the familiar work environment.

It is evident from the analysis that the Klerksdorp City Council did not succeed in creating a clear, shared vision and a willingness to change among all its employees and it is apparently unable to cope with the resulting problems of the change process and especially with the employees resisting behaviour.

The revisiting and rectification of the above-mentioned basic but fundamental shortcomings, the improvement of the communication relationship between management and employees and the resolving of the Department Civil Engineering's capacity restrictions in respect of human and financial resources are recommended since it is detrimental to the local government objective of sustainable services delivery.

3. CONCLUSION

The objectives of this study were achieved in analysing the phenomena transformation and restructuring within local government context, the analysing of the transformation and restructuring process in the Klerksdorp City Council with specific reference to the Department Civil Engineering and the determining of the effect the restructuring process had on the employees and managers of the Department Civil Engineering as role-players in the process.

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Funds Spent on Water-Supply Projects

FINANCIAL YEAR	FUNDING SOURCE				TOTAL
	COUNCIL	SOUTHERN DISTRICT MUNICIPALITY	CMIP	HOUSING SUBSIDY	
1994/95	R2 931 000	R140 000			3 071 000
1995/96	R1 909 800	R1 401 000	R550 000		3 860 800
1996/97	R1 815 00	R13 237 000			15 052 000
1997/98	R1 738 000	R2 771 000	R4 150 000		8 659 000
1998/99	R333 000	R4 184 000		R3 400 000	7 917 000
1999/00		R6 384 000		R4 800 000	11 184 000
2000/01	R1 480 000	R3 400 000	R7 650 000	R5 730 000	18 260 000
2001/02	R170 000				170 000
2002/03	R2 876 000	R3 600 000			6 476 000
TOTAL	13 252 800	35 117 000	12 350 000	13 930 000	74 649 800

Funds Spent on Sewerage Projects

FINANCIAL YEAR	FUNDING SOURCE				TOTAL
	COUNCIL	SOUTHERN DISTRICT MUNICIPALITY	CMIP	HOUSING SUBSIDY	
1994/95		R1 000 000		R1 940 000	2 940 000
1995/96	R3 956 000	R7 485 000		R8 370 000	19 811 000
1996/97	R5 024 000	R9 786 150	R3 700 000	R1 300 000	19 810 150
1997/98	R192 000	R6 537 000	R3 300 000	R1 300 000	11 329 000
1998/99	R5 704 000	R1 300 000	R3 300 000	R4 620 000	14 924 000
1999/00	R200 000	R2 500 000		R3 200 000	5 900 000
2000/01	R1 471 000	R802 600	R8 100 000	R1 150 000	11 523 600
2001/02	R170 000	R8 450 000	R18 000 000	R5 550 000	32 170 000
2002/03	R2 119 000	R18 000 000		R1 235 189	21 354 189
TOTAL	18 836 000	55 860 750	36 400 000	28 665 189	139 761 939

**THE EFFECT OF THE KOSH AMALGAMATION ON THE PERSONNEL
OF THE DEPARTMENT CIVIL ENGINEERING**

RESEARCH QUESTIONNAIRE

QUESTIONNAIRE NUMBER: _____

SECTION A. PROFILE OF THE RESPONDENT

1. Name: (optional) _____

2. In which section of the Department Civil Engineering do you work:

a	Administration	1
b	Building Construction	2
c	Town-planning and Building Survey	3
d	Water	4
e	Sewerage	5
f	Roads, Storm-water and Solid Waste	6

3. Gender: _____ 4. Age: _____

5. Racial group (optional): _____

6. Number of years in service of any one or the KOSH municipalities:

a	0 to 5 years	1
b	6 to 10 years	2
c	10 to 15 years	3
d	15 to 20 years	4
e	More than 20 years	5

7. From which KOSH municipality are you originally:

a	Klerksdorp	1
b	Orkney	2
c	Stiffontein	3
d	Hartbeesfontein	4

8. Position before amalgamation: _____

9. Post level before amalgamation: _____

10. Position after amalgamation: _____

11. Post level after amalgamation: _____

12. Were you a supervisor of other personnel?

12.1 Before amalgamation: Yes _____ No _____

12.2 After amalgamation: Yes _____ No _____

13. Highest qualification: _____

14. Resident of: _____

SECTION B: OPINIONS ABOUT THE GENERAL TRANSFORMATION OF LOCAL GOVERNMENT

15. Do you know what the goals of the transformation of local government are?

YES _____ NO _____

Elaborate: _____

16. Do you think this transformation process was necessary?

YES _____ NO _____

Motivate: _____

17. Do you think the general goals of the transformation of the local government such as providing a more representative public service, accountability, transparency and improvement of effectivity and efficiency were reached?

YES _____ NO _____

Motivate: _____

18. Do you think the KOSH transformation process had any positive results in respect of:

ASPECT		YES	NO
a	Provision of a democratic and accountable local government to the local community		
b	Improved and sustainable service delivery to the community		
c	Prioritisation of basic needs		
d	Local social and economic development		
e	Promoting a safe and healthy environment		
f	Involvement of communities in matters affecting them		
g	Improved administrative efficiency and effectiveness		

**SECTION C: HOW DID THE KOSH RESTRUCTURING AFFECT YOU/
THE RESPONDENT?**

19. Are you familiar with the reasons for the KOSH amalgamation and restructuring process?

YES _____ NO _____

Motivate: _____

20. Do you know what the vision and mission of the KOSH transformation and restructuring process are?

YES _____ NO _____

Motivate: _____

21. Do you know what the general goals of the KOSH restructuring process are?

YES _____ NO _____

Motivate: _____

22. Did the restructuring of the KOSH municipalities affect you (personally and work related) in any way?

YES _____ NO _____

Motivate: _____

23. Indicate if, how (positive or negative) and the extent to which the following work related aspects were affected by the amalgamation and restructuring process:

- 1 - Not affected at all
- 3 - Neutral
- 5 - Greatly affected

JOB RELATED ASPECT	AFFECTED			EXTENT				
	NO	YES		1	2	3	4	5
		POS	NEG					
Position								
Status								
Job security								
Social network/relationships								
Familiar work environment								
Type of work								
Rewards (salary, benefits etc)								
Cultural traditions								
Amount/extent of work								
Ability to perform/do your work								

Motivate/Comments: _____

24. Do you trust/have confidence in the managers/leaders who are in charge of the transformation and restructuring process:

YES _____ NO _____

Motivate: _____

25. Did management involve you in the KOSH amalgamation and restructuring process:

YES _____ NO _____

Motivate: _____

26. Do you think that all the employees were adequately included in the negotiations before decisions about the KOSH restructuring process were made:

YES _____ NO _____

Motivate: _____

27. **Were you regularly informed about the progress of the KOSH restructuring process:**

YES _____ NO _____

If yes, how were you informed?: _____

If no, please motivate: _____

28. **Do you think the KOSH amalgamation and restructuring process was transparent:**

YES _____ NO _____

Motivate: _____

29. **Do you think the KOSH restructuring process was fair:**

YES _____ NO _____

Motivate: _____

30. **Did you experience any negativity (in yourself or in colleagues) towards the restructuring process and the changes:**

YES _____ NO _____

Motivate: _____

31. **Did you experience/observe any resistance to the changes caused by the restructuring process in other employees of the Department Civil Engineering:**

YES _____ NO _____

Motivate: _____

32. Did the restructuring and amalgamation process have any affect on your attitude towards your work and/or the municipality:

YES _____ NO _____

Motivate: _____

33. Did the restructuring and amalgamation process have any effect on your own job performance:

YES _____ NO _____

Motivate: _____

34. Did the restructuring and amalgamation process have any affect on your section's job performance:

YES _____ NO _____

Motivate: _____

35. What changes in the activities and functions of the Department Civil Engineering had a *positive* effect on your/your sections work performance? (E.g. IDP, CMIP/other projects, lack of funds, consultation with the community/ councillors, procurement process, personnel shortages, etc.)

36. **What changes in the activities and functions of the Department Civil Engineering had a *negative* effect on your/your sections work performance?** (E.g. IDP, CMIP/other projects, lack of funds, consultation with the community/councillors, procurement process, personnel shortages, etc.)

37. **Do you think the municipality's reward system (i.r.o. recognition, promotion, salary, bonus, overtime payment, etc.) motivates employees positively?**

YES _____ NO _____

Motivate: _____

38. **Did the KOSH amalgamation and restructuring process affect the management and supervision of your section/department?**

YES _____ NO _____

Motivate: _____

39. **In retrospect, do you think the KOSH amalgamation and restructuring process have been successful?**

40. **In retrospect, what in the KOSH amalgamation and restructuring process should have been done differently?**
