The role of local government in rural development: the study of Moruleng village

by

NORTH WEST UNIVERSITY
A33641200167618C
i 1149376 8

Mokgadi Patience Molope

Submitted in fulfilment of the requirements for the degree of Master of Social Sciences in the Department of Development Studies in the faculty of Human and Social Sciences at the North West University.

Supervisor: Professor B.C. Chikulo

External Examiner: Dr. M.D.J. Matshabaphala

April 2005

b1099306X
LIBRARY
MAFIKENG CAMPUS
Call No.: TH 320.8 MOL
2006 -02- 15
Acc. No.: 0819306
NORTH-WEST UNIVERSITY

Declaration

I declare that the dissertation for the Masters degree in Development Studies at the North West University hereby submitted has not been previously submitted by me for a degree at any university and that this is my work and the material herein used is duly acknowledged.

Acknowledgement

My sincere appreciation goes to my supervisor Professor B.C. Chikulo for his guidance throughout this research project.

I also wish to extend my gratitude to the government officials, political parties' officials, Bakgatla Traditional Authority, Moruleng community and my colleagues for their contribution in this research project.

Special and warm appreciation goes to my family for their support and encouragement during my studies.

Table of contents

Declaration

Abstract

Acknowledgement

Table of contents

List of tables

Annexure

List of acronyms

Chapter one: Background of the study

1.1 Introduction 1

1.2 Statement of the problem 6

1.3 Rationale of the study 6

1.4 Objectives of the study 7

1.5 Central argument of the study 8

1.6 Research methodology 8

1.6.1 Data collection procedure 8

1.6.2 Data analysis 9

1.7 Organisation of the study 9

Chapter two: Literature review

2.1 Introduction 11

2.2 Definition of concepts 11

2.2.1 Community development 11

2.2.2 Local government 13

2.2.3 Local governance 16

2.2.4 Participation 18

2.2.5 Rural development 20

2.3 **The role of local governance in rural development in developing countries** 24

2.4 **The importance of local governance in rural development in South Africa** 29

Chapter three: Socio-economic background of the North West province, the Bojanala Platinum District Municipality and Moruleng village

3.1 Introduction 42

3.1.1 Socio-economic conditions in the North West province 42

3.1.1.1 Demographic profile and spatial structure 42

3.1.1.2 The extent of poverty 43

3.1.1.3 Economic conditions 46

3.1.1.4 Provision of basic needs 47

3.1.2 Socio-economic background of the Bojanala Platinum 48

District Municipality and Moruleng village

3.1.2.1 Demographic profile and spatial structure 48
3.1.2.2 The extent of poverty 49
3.1.2.3 Economic conditions 51
3.1.2.4 Provision of basic needs 53

3.2 The organisational structure of local governance in the North West province, the Bojanala Platinum District Municipality and Moruleng village 55

3.2.1 Local governance structure in the North West province 55
3.2.2 Local governance structure in the Bojanala Platinum District Municipality and Moruleng village 59
3.2.3 Functions and powers of the ward committee 63
3.2.4 Functions and powers of the district municipal council 67
3.2.5 Co-operative governance in the Bojanala Platinum District Municipality 71

Chapter four: Perceptions on the role of local governance in rural development

4.1 Introduction 75
4.2 Bio-data of all the participants 75
4.2.1 Bio-data of the community participants 76
4.2.1.1 Age of the participants 76
4.2.1.2 Gender of the participants 77

4.2.1.3 Employment data of the participants 77
4.2.1.4 Educational qualifications of the participants 78

4.2.2 Bio-data of the Moses Kotane Local Municipality's councillors 79
4.2.2.1 Age of the participants 79
4.2.2.2 Gender of the participants 79
4.2.2.3 Educational qualifications of the participants 80
4.2.2.4 Employment data of the participants 80

4.2.3 Bio-data of the Bakgatla Traditional Authority's executive councillors 81
4.2.3.1 Age of the participants 81
4.2.3.2 Gender of the participants 82
4.2.3.3 Educational qualifications of the participants 82

4.2.4 Bio-data of the Moruleng ward traditional leaders 83
4.2.4.1 Age of the participants 83
4.2.4.2 Gender of the participants 83
4.2.4.3 Educational qualifications of the participants 84
4.2.4.4 Employment data of the participants 84

4.2.5 Bio-data of party officials 85
4.2.5.1 Age of the participants (ANC officials) 85
4.2.5.2 Gender of the participants 85
4.2.5.3 Educational qualifications of the participants 86
4.2.5.4 Employment data of the participants 86
4.2.5.5 Age of the participants (UCDP officials) 87
4.2.5.6 Gender of the participants 87
4.2.5.7 Educational qualifications of the participants 88

4.2.5.8 Employment data of the participants 88

4.2.6 Bio-data of the administrative officials 89

4.2.6.1 Gender of the participants 89

4.2.6.2 Educational qualifications of the participants 89

4.2.6.3 Employment designation of the participants 90

4.2.7 Bio-data of the provincial departments' officials 91

4.2.7.1 Gender of the participants 90

4.2.7.2 Educational qualifications of the participants 92

4.2.7.3 Employment designation of the participants 93

4.3 Community participants' perception on the role of local governance on the development of Moruleng village 94

4.3.1 Knowledge of local governance structures 94

4.3.1.1 Community participants' knowledge of rural local government and development structures in their area 94

4.3.1.2 Community participants' knowledge about the structure and functions of the ward committee 95

4.3.2 Community participation 96

4.3.2.1 Community participants' perceptions on community participation in the ward development activities 96

4.3.2.2 Perceptions of the community participants towards community meetings 97

4.3.2.3 Perceptions of the ward councillor and party officials on people participation in development activities 98

4.3.2.4 Perceptions of the government officials on people 101

participation
4.3.2.5 Perceptions of community participants towards participation of organised community groups in local governance 101
4.3.2.6 Perceptions of the local councillors towards participation of organised community groups in local governance 103
4.3.2.7 Perceptions of the Traditional Authority towards participation of organised community in local governance 104

4.3.3 Women involvement 104
4.3.3.1 Community participants' perceptions towards women involvement in local governance and rural development 104
4.3.3.2 Traditional authority's perceptions towards involvement of women in local governance 105
4.3.3.3 Perceptions of the municipal councillors on the involvement of women in local governance 105
4.3.3.4 Perceptions of the party officials on the involvement of women in local governance 106

4.3.4 Involvement of the Traditional Authority in local governance 106
4.3.4.1 Community participants' perceptions on Traditional Authority's involvement in local governance 106
4.3.4.2 Perceptions of the elected local councillors towards the involvement of the Traditional Authority in local governance 107
4.3.4.3 Perceptions of the party officials towards the involvement of the Traditional Authority in local governance 107
4.3.4.4 Perceptions of the community participants towards the role of the chief in rural development in the new dispensation 108

4.3.4.5 Perceptions of the community participants towards co-operation between the Traditional Authority and the elected councillors 109

4.3.4.6 Perceptions of the party officials on the involvement of Traditional Authority in rural development and co-operation between them and the elected local councillors 111

4.3.5 Council's service delivery 112

4.3.5.1 Perceptions of the community participants on council's delivery of rural development 112

4.3.5.2 Perceptions provincial government officials towards council's service delivery 116

4.3.5.3 Perceptions of the party officials towards council's service delivery 117

4.3.5.4 Perceptions of the Traditional Authority towards council's service delivery 118

4.3.6 Attitude towards the local councillors 119

4.3.6.1 Attitude of the community participants towards elected local councillor 119

4.3.6.2 **Attitude of the Traditional Authority's councillors and party officials towards the municipal council** 120

4.3.7 Relevant governance structure for rural areas 121

4.3.7.1 Community participants' perceptions on the relevant and appropriate structure to govern rural areas and facilitate their development 121

4.3.7.2 Perceptions of the Traditional Authority on the relevant governance for rural areas 122

4.3.7.3 Perceptions of party officials on the relevant and 122

appropriate structure to govern rural areas

4.3.8 Local economic development 123

4.3.8.1 Community respondents' perception towards the role of the Moses Kotane local municipal council on local economic development 123

4.3.8.2 Perceptions of the provincial government officials towards the role of the municipal council in local economic development 124

4.3.8.3 Perceptions of party officials and administrative officials and administrative officials on the council's role in local economic development 124

4.3.8.4 Community respondents' perception towards involvement of Traditional Authority in local economic development 125

4.3.9 Formation of the Moses Kotane Local Municipal Council 126

4.3.9.1 Respondents' perceptions on the formation of Moses Kotane Local Municipal Council 126

4.3.9.2 Perceptions of the district and local municipal officials on the formation of the municipal council 127

4.3.9.3 Perceptions of the UCDP and ANC officials on the formation of the municipal council 127

4.3.10 Co-operative governance 127

4.3.10.1 Perceptions of the community participants towards co-operative governance 127

4.3.10.2 Perceptions of local councillors towards co-operative governance 128

4.3.10.3 Perceptions of the government officials towards co-operative governance 128

4.3.10.4 Perceptions of the party officials towards co-operative governance 129

4.3.11 Public-private partnerships and networks 130

4.3.11.1 Participants' perceptions on public-private partnerships and networks

4.3.12 Conclusion 132

Chapter five: Summary of the research findings, conclusions and recommendations

5.1 Introduction 133

5.2 Summary of the research findings 133

5.2.1 Restructuring of local government for rural development 133

5.2.2 Coordination of development activities by the district council 134

5.2.3 Community development projects 136

5.2.4 Community involvement 137

5.2.5 Involvement of Traditional Authorities 138

5.2.6 Constraints encountered in the administration of rural development 139

5.3 Conclusion 142

5.4 Recommendations 145

5.5 List of sources 148

LIST OF TABLES

TABLE	TITLE	PAGE
4.1	Distribution of community participants by age	76
4.2	Distribution of community participants by gender	77
4.3	Distribution of community participants by employment	77
4.4	Distribution of community participants by education	78
4.5	Distribution of the participants by age	79
4.6	Distribution of the participants by gender	79
4.7	Distribution of the participants by education	80
4.8	Distribution of the participants by employment	80
4.9	Distribution of the participants councillors by age	81
4.10	Distribution of the participants by gender	82
4.11	Distribution of the participants by education	82
4.12	Distribution of the participants by age	83
4.13	Distribution of the participants by gender	83
4.14	Distribution of the participants by education	84
4.15	Distribution of the participants by employment	84
4.16	Distribution of the participants by age	85
4.17	Distribution of the participants by gender	85
4.18	Distribution of the participants by education	86
4.19	Distribution of the participants by employment	86
4.20	Distribution of the participants by age	87
4.21	Distribution of the participants by gender	87
4.22	Distribution of the participants by education	88
4.23	Distribution of the by employment	88
4.24	Distribution of the participants by gender	89
4.25	Distribution of the participants by education	89
4.26	Distribution of the participants by employment designation	90

4.27	Distribution of the participants by gender	91
4.28	Distribution of the participants by education	92
4.29	Distribution of the participants by employment	93
4.30	Structure of the ward committee	95
4.31	Participants' involvement in local governance	96
4.32	Support for ward community meetings	97
4.33	Women involvement in local governance	104
4.34	Co-operation between the local councillors and Traditional Authority	109
4.35	Council's service delivery	112
4.36	Attitude towards local councillors	119

ANNEXURES

Annexure A Figure 1

Bojanala Platinum District Municipal IDP organogram

Annexure B Figure 2

Bojanala Platinum District IDP organisational structure

List of acronyms

AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
BPDM	Bojanala Platinum District Municipality
CBO	Community-based organisation
DCPA	Department of Constitutional and Provincial Affairs
DLA	Department of Land Affairs
DLG	Department of Local Government
DTI	Department of Trade and Industry
GGP	Gross Geographic Production
GDP	Gross Domestic Production
HIV	Human Immunodeficiency Virus
IDP	Integrated Development Plan
IEC	Independent Electoral Commission
LED	Local Economic Development
MEC	Member of the Executive Committee
MKLM	Moses Kotane Local Municipality
NGO	Non-governmental organisation
RSA	Republic of South Africa
SALGA	South African Local Government Association
TB	Tuberculosis
UCDP	United Christian Democratic Party

Chapter one

Background of the study

1.1 Introduction

In recent years, development literature has increasingly highlighted the critical importance of rural local governance in the development of rural areas (Pycroft, 1998; Mackenzie and Taylor, 1992; Binns, 1997). As Mawhood (1987: 20) observes the success of development in rural areas depends entirely on the type of governance system in place. The author emphasises the fact that it is only through legitimate local authorities, which have the power to provide public services that the quality of rural life can be improved, hence the significance of local government in rural development. Similarly Chambers (1983: 233), Reddy (1999: 22) and Sheperd (1998: 235) emphasise the importance of local governance in the process of rural development. Local government is therefore an integral part of the broader issues of governance. This level of government is viewed as a suitable institution through which rural development can be effectively achieved due to its closeness to the rural people.

Although in South Africa national and provincial governments play significant roles in improving rural living conditions, local government remains the most significant tier of government, which can appropriately ensure that the needs of the poorly organised local people are taken into account. Chikulo (2001: 6) points out that local government authorities form a third tier of government in South Africa, which has been established to bring government closer to the populace at the local level, thereby affording them a sense of involvement in the process that affect their daily lives. The provincial and national tiers of government are often too far and too slow to be effective in providing people in rural areas with

services, which then make local government a tier of government that can be easily accessed by local citizens (Bekker, 1991).

Reddy (1996a: 3) emphasises that: "local government has been created to bring government to the grassroots and give members a sense of involvement in the political processes that control their daily lives". The author states that it is there to regulate matters that pertain to local citizenry using their knowledge and local expertise. It is only at this level that rural people can experience and practice democracy more directly and immediately than at any other level.

The objectives of local government are to:

- provide democratic and accountable government for local communities
- ensure the provision of services to communities
- promote social and economic development
- provide a safe and healthy environment
- encourage the involvement of communities and community organisations in matters of local government (DCPA, 1996).

During the apartheid era, local government was characterised by a confused patchwork of systems with divisions between urban and rural areas and between designated African and White areas (Fitzgerald et. al, 1995; Pycroft, 2000). As a consequence of apartheid legislation and racial segregation systems enforced through policies such as: spatial separation, forced removals, influx control, "management of own areas" and years of localised racial distortion, Black areas came to be characterised by abject poverty, low standards of representation in local government in designated Black areas. In contrast Whites benefited from subsidies in all the services and also had their own legitimate and representative local authorities (Binns, 1997; DLG, 1998b; Cloete, 1995; Pycroft, 2000).

The enactment of the Local Government Transition Act No. 209 of 1993 marked a breakthrough in the democratisation and restructuring of local government in South Africa. The act gave statutory and non-statutory bodies such as local and Traditional Authorities, civic associations, women and youth groups as well as political parties the right to participate in the process of democratising local government (Pycroft, 1997; DLG, 1998a). Although the act did not provide a blueprint for the restructuring of local government, it mapped out the development process in three phases: pre-interim, interim and the final stage, which are explained in the *White Paper on Local Government (DLG, 1998b).* Transforming local government into a developmental sphere of government and the inclusion of rural local government into the country's local governance system were provided for in the Local Government Transition first amendment Act No. 2 of 1995 and the Local Government Transition second amendment Act No. 17 of 1996 respectively.

With the advent of the democratic political dispensation and the formation of the Government of National Unity in 1994, local government was assigned a critical developmental role. Accordingly the government identified local government as the appropriate tier of government with which it had to rebuild local communities as the basis for a democratic, integrated, prosperous and truly non-racial society. Local government has therefore been established to provide a democratic and accountable government for local communities, social and economic development, a safe and healthy environment, basic services and community participation in matters of local government as mandated by Section 152(1) of the Constitution of the Republic of South Africa (RSA) (DCPA, 1996). Arguably, the best guarantee for effective development is to be effected through local government.

In order to make local government developmental, the government of National Unity sought to transform local governance with the new focus on improving the standard of living and the quality of life of the previously disadvantaged

communities. *Section 153 A of the Constitution of RSA (DCPA: 1996, 82)* requires each municipality to

> "structure and manage its administration, and budgeting and planning the processes and giving priority to the needs of the community, and to promote the social and economic development of the community". In terms of cooperative governance, as stipulated by the Constitution of RSA (DCPA: 1996, 82) local authorities have to "participate in national and provincial development programmes" and the "national and provincial governments, by legislative and other measures, must support and strengthen capacity of municipalities to manage their own affairs, to exercise their powers and perform their functions" (DCPA, 1996).

However, in cases where municipalities are unable to perform their duties, they have to form partnerships with private and public sectors and community-based organisations for the delivery of basic services. Local authorities are viewed as facilitators and coordinators of service delivery, poverty alleviation strategies and local economic development within their areas of jurisdiction (Pycroft, 1998; DLG, 1998b; Reddy, 1999*). Municipal Structures Act No. 117 (DLG, 1998a: 9)* explains the developmental role assigned to local municipalities as maximizing economic growth and social development, integrating and coordinating development activities of the role players, democratising development by encouraging citizen participation, building social capital and encouraging local solutions to local problems. To sum up, the government's commitment to the leading role of local government in the process of development has been explicitly stated in the Constitution of RSA, the White Paper on Local Government and other legislative policy documents outlined in the preceding discussion.

The North West province is one of the three most rural provinces in the country with the population of about 3 354 825 million people residing in 801 rural communities. Rural poverty in the province is exacerbated by the annual population growth rate of 3, 5 %, which is higher than the average annual economic growth rate of 2, 7 % (Statistics South Africa, 2001). According to the *Centre for Regional Development (2000: 10)* this high population growth rate leads to "high rural-urban migration patterns; declining per capita incomes; higher dependency ratio's; increased pressure on medical and welfare facilities; and on arable land."

A high level of male absenteeism; an increasing number of female-headed households; small villages; high growth of informal settlements around towns; high incidences of women living in poverty; and mining and agricultural industries as major employers also characterise the province. Most of the province's rural areas are remote and underdeveloped. It is therefore evident that rural development is the most critical challenge facing the provincial government. Local government as the lowest tier of government has, therefore, been entrusted with facilitating development and social service delivery in these areas (Institute for Public Service Delivery, 1997).

Although the Bojanala Platinum District Municipality (BPDM) has better economic potential than all other districts in the province due to its tourism and mining potential, it lags behind with regard to basic social service delivery and physical infrastructure. According to the *Centre for Regional Development (2000: 25)* the shortfall represents more than three quarter of the backlog in basic service delivery in the province, which is 76% of the rural households. The high rate of unemployment (38%), lack of sufficiently skilled people, slow implementation of development projects and the low purchasing power in the area all have negative impact on the district's economic development (Statistics South Africa, 2001; Centre for Regional Development, 2000). Moruleng, the area under study, has problems such as of lack employment, provision of basic services (especially

water, electricity and housing) and lack of cooperation between the governmental and non-governmental institutions (Statistics South Africa, 1996).

1.2 Statement of the problem

Since 1993 the restructuring of local government in South Africa has been high on the political agenda. This is reflected in the policy and legislative framework that has been put in place, such as the Local Government Transition Act No. 209 of 1993; the Reconstruction and Development Programme; Development Facilitation Act No. 67 of 1995; Municipal Demarcation Act No. 27 of 1998; Municipal Structures Act No. 117 of 1998; Transfer of Staff Municipal Act No. 107 of 1998; Municipal Systems Act No. 32 of 2000 and the Constitution Act No. 108 of 1996.

However, in spite of the efforts of the national government to give local authorities greater autonomy and to make them developmental in order to facilitate the development process, effective public service delivery to millions of rural dwellers has not been achieved. Rural areas, like Moruleng, continue to lag behind in socio-economic development.

1.3 Rationale of the study

Local government authorities have been given a constitutional mandate to play a leading role in facilitating socio-economic development, it is therefore imperative to establish the extent to which these authorities are fulfilling their role of providing leadership as well as basic services to the local people. The study was meant to also highlight to what extent local governance is relevant to the envisioned integrated rural development strategy. It was also focused on assessing if local government was indeed developmental. It was anticipated that the findings of this research project would bring some fresh insights into the

debate regarding the role of local governance in the development process and thus provide legitimate focus for development studies, as an academic discipline and as a practice.

The significance of this study lies in the fact that although numerous studies have been undertaken on the role of local governance in the socio-economic development process, the critical role of the district municipalities in the facilitation of the rural development process, especially in the North West province, has been accorded less attention. This study was intended to highlight obstacles encountered in lessons learned by the researcher, as well as results obtained. An understanding of the exact role being played by local governance in rural development is important to the ongoing local government restructuring efforts. It is, therefore, important to examine the extent to which local government in this province is facilitating rural development.

1.4 Objectives of the study

This study examined the extent to which the Bojanala Platinum District Municipal Council was facilitating rural development in the district with specific focus on Moruleng village.

The specific objectives of this study were as follows:

1.4.1 To study the administration and organization of the Bojanala Platinum District Municipal Council.

1.4.2 To determine how council coordinates development activities in the area.

1.4.3 To identify and assess projects undertaken by council to maximise social, economic and political development.

1.4.4 To identify constraints encountered in the administration of rural development.

1.4.5 To determine the extent of the involvement of the community-based organisations and both the private and public sectors in the process of development.

1.5 Central argument of the study

Lack of development in Moruleng village results from the municipal council's failure to fulfil its constitutional mandate and lack of commitment to local governance among governmental and non-governmental institutions.

1.6 Research methodology

The study utilised qualitative research methodology. This methodology, among others, entails case study, field survey, the use of content analysis, secondary analysis of data and participant observation. The methods used in this study were participant observation, content analysis and secondary analysis of data. The methods helped to facilitate detailed explanations to the research problem. Qualitative methodology was chosen because this study required an in-depth understanding of the role of local governance in public service delivery. Qualitative mythology was mainly utilised to quantify the extent of the problem. (Lincoln, 1994; Mouton and Marais, 1998).

1.6.1 Data collection procedure

The primary data collection instruments for this study were structured face- to-face interviews, questionnaire, participant observation and document review. Interviews were held with service points managers, administrative officials in the

Bojanala Platinum District Municipal Council and Moses Kotane Local Municipal Council, managers of community participation and administration, capacity building, integrated development plan and local economic development units in the provincial local government directorates, the executive mayor of the Bojanala Platinum Municipal District Council, the mayor and the speaker of the Moses Kotane Local Municipal Council, the ward councillor of Moruleng village, five officials from each of the following political parties: African National Congress (ANC) and United Christian Democratic Party (UCDP). Since Moruleng village falls within the jurisdiction of the Bakgatla Traditional Authority, the Chief of the Bakgatla tribe and ward councillors of Moruleng Traditional Authority were interviewed.

Systematic random sampling method was used to select a sample of the community so that any member of the community could stand a chance of responding to the questionnaire. A sample of 300 people was selected, youth and adults, and given copies of questionnaire to respond to. An adult or youth was picked from every 10^{th} house as Moruleng has about 3356 households (Statistics South Africa, 1996).

1.6.2 Data analysis

Method of data analysis that was used is interpretational where constructs, themes and patterns were used to describe and explain the studied phenomenon (Robson, 2000). The views of the participants were used to portray and evaluate the research problem. A descriptive narrative report that is inclusive of conclusions and recommendations is presented at the end of the project.

1.7 Organisation of the study

The study consists of five chapters. Chapter one provides the introduction, statement of the problem, objectives of the study, the significance of the study,

research methodology and the organisation of the study. Chapter two provides definition of concepts and review of the literature pertinent to the importance of local governance in rural development in the developing countries in general and South Africa in particular. Chapter three focuses on the socio-economic background as well as the organisational structure of local governance in the North West province, BPDM and Moruleng village. Chapter four presents an analysis of the role of local governance in the process of rural development. Chapter five provides conclusions and recommendations of the study.

Chapter two

Literature review

2.1 Introduction

This chapter focuses on the definition of concepts and review of literature pertinent to the importance of local governance in rural development in the developing countries in general and South Africa in particular.

2.2 Definition of concepts

2.2.1 Community development

Community development scholars Edwards and Jones (1976: 137) and Kera and Campbell (1985:32) define community development as a:

> "process by which the efforts of the people themselves are united with those of the governmental authorities to improve the socio-economic and cultural conditions of the local community, to integrate these communities into the life of the nation and to be able to contribute fully to national progress".

The United Nations (1956: 32) views community development as a process during which efforts of the people are joined with those of the government authorities to improve the former's economic, social and cultural conditions. De Beer and Swanepoel (1998: 125) define community development as a: "multidimensional process that seeks to promote human development through an

integrated approach". Integration in this regard concerns tackling problems of poverty and development together in a coordinated fashion because they are interrelated and different role players in development working hand in hand in order to maximise development outcomes.

Jeppe (1982: 8) defines community development as a conscious process during which small, geographically contiguous communities are assisted by the more developed community to achieve improved standards of social and economic life. According to De Beer and Swanepoel (1998:17) community development takes place when a group of people who reside in a specific locality exercise some degree of local autonomy in organising their social life in such a way that they can reach their concrete and abstract human needs.

Jones and Rolls (1982: 208) paraphrase the International Cooperation Administration's definition of community development, as a social action during which the people of a community organise themselves in order to define their common and individual needs and problems; execute these plans with a maximum reliance upon its resources and only supplement them with services and materials from the government, non-governmental and private organisations when necessary. Similarly Ferrinho (1990: 40) defines community development as a:

> "single programme of approaches and techniques which rely upon local communities as units of action and which attempt to combine outside assistance with organised local self-determination and effort, that correspondingly seek to stimulate local initiative and leadership as the primary instruments of change".

Community development may, therefore, be viewed as a democratic social movement embracing the idea of a balanced and integrated development of the

whole community in partnership with governmental and non-governmental institutions. In the same view Mukerji (1976: 26) defines community development as an ideology for promoting the rural areas with the active participation and initiative of the community itself.

In their definition of community development Brokensha and Hodge (1969: 48) include the aspect of learning and defined it as an educational process during which the community acquires new skills and confidence through working in cooperation. Swanepoel (1992: 3) defines community development as a grassroots oriented process that allows ordinary people to learn about self-help, self-reliance and self-sufficiency through participation in development projects. Community development is, therefore, a community building process during which the community shares mutual interests, sentiments and acts together in concernt.

The process of community development is made up of two variables: one is the spontaneous initiative and participation of people in an effort to improve their standard of living. The second one is provision of technical and other services by the public, private and non-governmental institutions. The emphasis in the definitions given in the preceding discussion is on community development as an organised and collective effort to improve a community and make it self-reliant as well as stable.

2.2.2 Local government

According to *White Paper on Local Government* (DLG, *1998b: 37)* and the *Constitution* of RSA (*DCPA, 1996: 63)* local government refers to:

> "a distinct sphere of government which is interdependent and interrelated with the national and provincial spheres of government. It is more than a social service provider

> as it is developmental in orientation. It is the third tier of governance created to ensure that government is brought to the grassroots population to give them a sense of involvement in the political process that controls their daily lives".

Cloete (1997:16) defines local government as a democratic institution created to give residents a say in the government and administration of local affairs. Local government is a legally independent entity that is responsible for governing a particular area, raising its own funds and is largely free to decide on the administration of its area. According to Reddy (1999:13)

> "local government or decentralised political decision-making and management, is the level of democracy that is closest to the people and allows the local populace to actively participate in affairs which affect them directly".

Reddy (1996a: 9) also defines local government as a second or third level of government deliberately created to bring government closer to the local populace so as to give them a sense of involvement in the political process that controls their daily lives. This concept is also defined by Bentwitch (1962: 3) as: "government by the people. Local government denotes a political system in which the eligible people in a municipality participate actively in shaping the policy output of the local authority". Meyer (1978: 10) refers to local government as:

> "local democratic units within the unitary system, which are subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to develop, control and regulate the geographic, social and economic development of defined local areas".

Most importantly some scholars such *as* Vosloo (1974)and Heyman and Totemeyer, (1998) emphasise decentralised nature of and refer to local government as a decentralised representative institution, with general and specific powers devolved on it by central and regional governments in respect of an identified restricted geographical area within a state. Local government is, therefore, the organ of government, which is responsible for local public administration that includes planning, implementation and performance management.

The *White Paper on Local Government* (*DLG, 1998b: 15)* describes the concept as "a necessary vehicle for implementation of policies and programmes". However for the purpose of this study, local government refers to a legally constituted autonomous local body which has the power to provide some public service, and has some accountability to the local residents but does not solely depend on the state administration for the conduct of its affairs. Cameron (1993), Akpan (1990), Bentwitch and Pratchet (1962) view local government as a legally recognised institution, with powers to make and enforce decisions that affect the lives of the people, living in a particular location since it has a direct and immediate contact with and an impact on the lives of the people on the ground.

Local government is therefore a democratically elected multi-purpose local institution that provides local people with basic services such as water, security, shelter, sanitation, health and educational facilities. It is a sphere of government that is supposed to govern democratically and exercise authority over natural resources, economic, social and political affairs of a community of a defined geographical area. Local government is a democratic institution that is expected to give institutional legitimacy to the interests and concerns of the local community (Coetzee, 1985).

While local government is concerned with formal institutions of government at the local level, local governance focuses on the processes through which public policy is effected in localities (Bentwitch and Pratchett, 1962).

2.2.3 Local Governance

Khanya (2002: 1) views local governance as the exercise of economic, political and administrative authority to manage a locality's affairs. It comprises of the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their obligations and mediate their differences. It is thus a broader concept than local government. Local governance includes local government's interaction with the public, legal community structures such as ward committees, school governing boards, traditional structures, women and youth organisations, church groups, business companies, community policing forums, local agricultural organisations as well as provincial and national governments.

Local governance is defined by the United Nations (2000: 2) as an involvement of community-based organisations, local government, individuals, public and private institutions in the administration, management and development of the local institutions such that all these role players are accountable to social and economic development of their area. Local governance is about the manner in which local authority and stakeholders in local government organise themselves to make collective decisions, promote shared interests and solve problems that prohibit social and economic prosperity.

According to Stoker (1996: 2) local governance refers to: "the development of governing styles in which boundaries between and within public and private sectors have become blurred". It is an involvement of local actors across formal organisational boundaries of political, economical and cultural activities of the society (Bogason: 2000). It is also a new method with which society is governed

and both the governmental and non-governmental organisations form partnerships, coalitions and then collectively establish ways of tackling social and economic issues.

Reddy (1996b: 306) argues that local governance, as opposed to the static analysis that has been conventionally applied in the study of local government, refers to the connection and interaction between local authorities and other stakeholders such as the community, private companies, non-governmental organisations and government departments aimed at bringing about change. The phrase local governance signifies a concern with change in both the meaning and the content of government. As Rhodes (1996: 652) puts it, local governance refers to: "new processes of governing or a changed condition of ordered rule".

Mule (2001: 73) defines local governance as the ability of a governing body or committee to provide its members with goods and services in an effective, efficient, transparent and accountable manner under the rule of law and individual liberties. Local governance is, therefore, not only about the influence exerted over social and economic development by the formal institutions of the elected local government, but also by a complex web of actors including business companies, non-elected governmental officials as well as voluntary and civic organisations. Another definition of local governance states: "it is a complex set of institutions and actors that are drawn from but also beyond government". It is about autonomous self-governing networks of actors' concerned working together in non-hierarchical and flexible alliances (Goodwin: 1998, 8).

Murdoch and Abraham (1998: 41) argue local governance is a shift from state sponsorship of economic and social programmes and projects to the delivery of these through flexible alliances and arrangements, which usually involve governmental and non-governmental organisations. The alliances ensure the inclusion of new partners or agencies other than traditionally associated with local government in the delivery of services.

Local governance is about management of local social, political and economic activities by civil society, public and private sectors as opposed to traditional beauracratic local government system, which was narrowed to social service delivery (Hope, 2000). Local governance results from transfer of power from central government to local authorities so that ordinary citizens and community-based organisations are directly participating in issues of governance that concern them. Local governance relates to the local authority moving beyond the regulation of activities within its domain and entering into an equal dialogue with participants who will create democratic rules of the game.

2.2.4 Participation

According to the World Bank (1998: 1) participation refers to "a process through which stakeholders influence and share control over development initiatives, decisions and resources which affect them". Participation is about members of the community assuming control and authority over decisions and resources in the development projects that affect their lives.

Rahman (1993: 150) defines participation as an active process during which participants take initiatives and actions that are stimulated by their own thinking and deliberation over which they can exert effective control. Participation, therefore, refers to an involvement of beneficiaries and interested groups in the planning, design and implementation of programmes and projects aimed at improving people's lives. It is a purposeful activity in which people take part, in relation to a local authority of an area of which they are legal residents. It is a means of involving people in activities, actively or passively from which they are going to benefit.

However, Montgomery and Esman (1989: 359) argue that participation should not be defined in the passive sense of sharing in governmental beneficences, but in the more active sense of exerting influence on administrative behaviour and

output of officials. Thus greater participation by the previously disadvantaged would mean that their greater influence on decisions and programmes relating to their welfare. It should therefore be emphasised that participation means having most, if not all of the inhabitants of the municipal area taking part in the process of making or influencing policy decisions pertaining to local public needs in a way that would be conducive to responsible and responsive administration (Heyman and Totemeyer, 1998).According to Setty (1995: 75) participation refers to:

> "a total involvement of people with agencies in deciding about their development programmes and activities, prioritising their needs, taking initiative and carrying out the projects as partners by the contribution of their ideas, interest, material, money, labour and time."

According to Huntington and Nelson (1976: 3) participation refers to: "activities by private citizens designated to influence government decision-making". In this context participation involves a relationship between the masses and administration. As a result it provides information on policies and activities preferred by the masses to the administration.

With regard to rural development, participation means involvement of rural people in decision-making processes, implementation of programmes, sharing benefits of development and evaluating those programmes together (Lisk, 1981). People's participation in rural development is generally accepted as a means of mobilising physical and human resources all directed to increasing productivity and thus improving the living standard of the people (Machooka, 1984).

Popular participation, on the on the hand, means the involvement of a significant number of people in situations or actions that enhance their well being in matters such as income, security and self-esteem. Participation only becomes popular if most members of the community are engaged in the decision-making process

regarding a project that is aimed at improving their well being (Cohen and Uphoff, 1980). According to Lisk (1981: 30) popular participation refers to: "mass involvement both in the execution and planning of development programmes whether this involvement is mobilized from the top or born out of the concerns of individuals with civic duty". The emphasis here is on the point that masses become the agents of their own development but whether it is their initiative or not, that is not the major concern.

Ghai and Vivian (1992: 53) define popular participation as a means of empowering quite a large number of people by developing their skills and abilities thus enabling them to negotiate with the development delivery systems and use the acquired skills for their own good. According to Rhanema (1997: 116) popular participation refers to: "the organised efforts to increase control over resources and movements of those hitherto excluded from such control". It is about empowering the previously marginalised grassroots people to enable them to advance towards shared goals of social change.

All the above definitions should be taken to mean participation be it popular, public or people's participation. In summary participation is a multidimensional phenomenon, which involves a wide range of activities and actions of the people such as decision-making, voting, public meetings, campaigning and mobilizing physical and human resources, all directed at enhancing people's self-esteem and welfare. Participation is educative, integrative and empowering.

2.2.5 Rural development

The World Bank (1998: 26) refers to rural development as a strategy designed to improve and upgrade the economic and social life of a specific group of people: such as the rural poor, women and children, small scale farmers, tenants and the landless. Furthermore, rural development is viewed as a process during which rural poverty is alleviated by sustained increases in productivity. Lele (1975: 20)

views rural development as: "improving living standards of the mass of the low-income population residing in rural areas and making the process of their development self-sustaining". Rural development is mainly concerned with mobilising and allocating resources to the subsistence population, creating conditions conducive for mass participation and ensuring self –sustenance.

Chambers (1983: 147) define rural development as:

> "a strategy designed to improve the economic and social life of a specific group of people: - the rural poor. It involves extending the benefits of development to the poorest among those who seek a livelihood in the rural areas (small-scale farmers, tenants and the landless)".

Setty (1985: 74) defines rural development as:

> "a process of social action in which people of a community organise themselves for planning and action, define their common and individual needs and problems, make group and individual plans to meet their needs and solve their problems, execute these plans with the maximum of reliance upon community resources, and supplement these resources, when necessary, with services and material from governmental and non-governmental agencies outside the community".

Rural development is thus focused on the development of the people. It is a dynamic and unified problem-solving approach that stimulates co-operation among local people, local initiative, development of local leadership and the use of local resources. Todaro (2000: 392) defines rural development as a multi-dimensional process during which rural environment is changed in order to improve the standard of living, modernise farm structures in order to meet

the rising demand for food and an effective support system for the rural people is created. Todaro (1977: 381) states that:

> "although rural development is primarily a process concerned with small-farmer agricultural progress, it encompasses efforts to raise both farm and non-farm rural incomes through job creation, rural industrialization, and the increased provision of education, health, nutrition, housing and a variety of related social and welfare services; a decreasing inequality in the distribution of rural incomes and a lessening of urban-rural imbalance in incomes and economic opportunities; and the capacity of the rural sector to sustain and accelerate the pace of these improvements over time".

Rural development is, therefore, viewed as a multi-dimensional and much broader than poverty alleviation through social programmes and transfers. Much emphasis is placed on the total transformation of a rural community from its present traditional setting to one of a technologically advanced setting (Erskine, 1985; Todaro, 1997).

Jeppe (1982: 3) also views rural development as a series of integrated measures of promoting the economic (basically Agriculture) institutions and social development of rural people with the aim of improving productive capacity and the standard of living in its broadest sense and to make the process self-sustaining and self-perpetuating. Rural development is any clear and consciously applied strategy designed to restructure rural economy in order to satisfy the aspirations, material and social needs of the rural masses

Another definition of the concept is by Oludimu (1991: 149) who refers to rural development as:

> "the process, during which concerted efforts are made in order to facilitate significant increase in rural resource productivity with the overall objective of enhancing rural income, increasing job opportunities and upgrading rural communities in general".

Similarly, DLA (1997: 10) views rural development as changing environments in the sparsely populated areas, including villages and farms, to enable people to invest in themselves and their communities so as to earn more and improve their lives.

Rural development can be achieved through increasing rural local government capacity so that it can be able to coordinate local governance, provide rural people with basic infrastructure and social services such as housing and water, ensuring safety and security for rural people, building the rural economy through the careful utilisation of local natural resource base and promoting people participation (DLA, 1997).

To sum up, rural development is a development approach aiming at uplifting the living standard of the rural poor and spreading the benefits of growth equally among them, by extending the services to them. Rural development is a strategy that aims at enabling the rural poor to gain access to the benefits of development, improve equity and increase production. In short, all the activities and programmes of rural development at the grassroots level are designed to overcome the effects of poverty.

2.3 The role of local governance in rural development in the developing countries

Some African scholars and observers agree that Africa is in dire need of better styles of governance which can offer solutions to her protracted socio-economic crisis and thus be able to meet popular aspirations of her people (Ake, 1991; Adedeji, 1992). The dilemma is the direct result of the failure by leaders to devolve power and authority to the lower levels of society; instead a trend of centralisation, consolidation of power and state-centred local management was instituted.

The need for local governance to make significant contributions to rural development has been stressed by many leaders, social scientists and students of Development Studies and Administration (Woods, 1998; Goodwin, 1998; Stoker, 1996). Local governance is viewed by most of these theorists as a vehicle for local development, growth and change. This explains the reason most governments in the developing countries have demonstrated their willingness to engage a wide range of institutions in the promotion, management and administration of political, social and economic affairs of rural areas with the intention of transforming them (Ayo, 1984; Oludimu, 1991).

However, local governance in the former European colonies was not based on democratic principles, partnerships and co-operations or done for the purpose of ushering in social, economic and political change. Local governance was used as an instrument of social control rather than social change. Local government, which was supposed to coordinate local governance, functioned in a centralised fashion through indirect control or association (Tanoh, 1996). As Wunsch and Olowu (1995: 453) argue local government neglected, distorted and destroyed local government systems (Traditional Authorities) through which people were able to take collective decisions and actions that benefited them as a community. As a result, local governance could not bring any significant changes to the rural

living conditions. Local government was, therefore, not only alien, but also hostile to the needs of the communities due to the fact that local government only served social, political and economic needs of the colonialists and a local collaborative elite.

Mawhood (1987: 7) argued that the failure of the centrally oriented and formal local government to usher in socio-economic improvement necessitated the adoption of transformed local governance as a mechanism with which rural development could be achieved. Similarly, Galvin (1999: 96) states that lack of progress in the rural areas of the developing countries, which are inhabited by 75% of their total poor populations, confirms the need for a change in the coordination and management of development programmes in those areas hence the adoption of transformed local governance.

Local governance is, therefore, an attempt to move away from static perspectives, which tend to concentrate on factors such as administration, management and bureaucratic local government (Hope, 2000). The advantage of local governance is that with it rural development becomes the responsibility of a wide range of agencies and institutions drawn beyond public sector thereby further encompassing civil society (Stoker, 1996). In other words local governance does not only include activities of governments but also many other channels through which commands flow in the form of goals, directives and policies (Rosenau, 1995).

As Goodwin (1998: 5) observed structures of economic and social development are increasingly emerging. They have shifted away from the typical bifurcation post way of market and state. These are what has recently been labelled as the new structures of local governance. Private, governmental and non-governmental organisations are now coming together to establish new strategies of governing that would address all aspects of life in an integrated way. According to Woods (1998: 182) the shift from local government to local governance does not only

show that the actors in rural development exist but that they are becoming increasingly influential in reshaping the character of rural areas. Local governance is much broader than local government because it draws far beyond the formal state institutions. It is based on partnerships and co-operations between and among all the concerned institutions (Jessop, 1995).

Reddy (1999: 13) points out that local governance has been established to regulate issues and matters that pertain to the local citizenry with much reliance upon their knowledge and expertise. Therefore, local government, which is a formal sphere of government, is placed at the local level to ensure that there is proper cooperation among local governance participants. As Goodwin (1998: 5) succinctly points out, rural local government as an authority at the grassroots level, exercises power and put into place mechanisms, which will eventually lead to societal development. It develops governing styles and methods with which the rural society is governed. Jeppe (1982: 182) stated, the awareness about the significance of rural development in the developing countries has become very strong hence the emphasis on the reorientation of local government so that local municipalities guide, administer and manage rural local development along democratic principles.

Local governance increases opportunities for the success of rural development because it promotes bottom-up approach to rural development. It allows all interested bodies, starting with local people, to take part in the rural development processes. As a result, development initiatives become joint efforts that are not likely to fail. In this regard, local governance strengthens democracy and encourages communication among stakeholders, which are important building blocks of rural development (Jazairy et.al, 1992).

Oludimu (1991, 250) argues that development is what the people do for themselves and not what the government can do for them. Maddick (1976: 56) also states that there cannot be development without people's participation. In

support of this assertion, Oleranwaju and Falola (1992: 182) argue that the success of rural development to a larger extent depends upon popular participation. The authors state that popular participation permits the populace to make their needs and aspirations known and felt by other rural development stakeholders. It brings in vitality, dynamism and creativeness that cannot be achieved by bureaucratic means. In view of this, Reddy (1996a: 51) says that local governance is an instrument for popular participation by the rural populace because it provides them with channels and opportunities to utilise their talents, insights and creative initiative to improve their living standard. In this way local governance promotes maximal use of local resources and the available experts thus making it easy for rural dwellers to spearhead the improvement of their welfare.

Apart from exerting greater influence on development programmes, popular participation enhances legitimacy, viability and sustainability of development. Popular participation through local governance is a positive move towards sustainable development because it creates some sense of accountability, responsibility, social commitment to projects and sharing of resources and power. In other words people are more likely to be committed and take responsibility of a development project if they participated in it from the planning up to the final stage unlike if they were just passive recipients, hence the need for local governance.

Attwood (2002: 25) believes that apart from commitment and responsibility, participation brings in a feeling of ownership among people that motivates them to invest their time and energy in development programmes so that they can shape the nature and quality of their life. The author views participation as a means ownership that goes hand in hand with responsibility. Chikulo (1979:170) also emphasises the importance of popular participation by highlighting that "development in the underdeveloped states cannot be achieved by bureaucratic means alone". He further stresses that "bureaucratically managed development

projects lack the enduring, dynamism, vitality and creativeness that spring from popular participation". Popular participation is a remarkable corrective measure to indifferences, pessimism, passivity, maldministration and elitism.

It is the responsibility of rural local government to mobilise and encourage local citizens to take part in the planning and implementation of rural development programmes and policies (Akpan, 1990). The implication is that rural people decide and then the local council together with civic and private organisations put the plans into action. The major purpose of rural local governance is thus to facilitate rural transformation.

Participation through local governance empowers rural communities in the sense that they are able to acquire planning, negotiation, assessment and other human resources skills as they participate in different ways in the processes aimed at improving their life (Ghai and Vivia, 1992). Participation is justified in the sense that it does not only express the will of the people but it is also a way of ensuring that the moral, humanitarian, social and economic objectives of a society are attained peacefully (Rahnema, 1997).

Many scholars Olanrewaju and Falola (1992: 88), Oludimu (1991: 258) Goodwin (1998: 8) and Stoker (1996: 17) view rural development as a difficult task, which cannot therefore be achieved without collaboration and cooperation among stakeholders. Hence the need for local governance to facilitate mobilisation of civic and non-governmental organisations, business companies, church groups and the community to establish cooperative governance to make rural development a success. Such an endeavour is expected to bring in an improved service delivery, which could accelerate the process of rural development. Thus the success of rural development strategies depends on an effective rural local governance system.

Stoker (1996: 2) states that within the local governance process the boundaries among civilians, community based organisations, private and public sectors become blurred and as a result it becomes easy for rural people to access services and resources from the private and public sectors. The point being emphasised here is that local governance links together all the stakeholders of rural development and broadens the opportunities for rural development as each of them has a special area of interest in which rural dwellers can be assisted.

As indicated in the preceding discussion, rural development requires cooperation among various agencies, local governance therefore provides a platform for consultation among all the participants for purpose of assessing, prioritising and addressing the needs of rural communities. This assists in addressing the real felt and not imagined needs of the community (Stoker, 1996). Local governance is a viable mechanism for the mobilisation and equal distribution of resources in the area such that a balance is achieved between economic and social service. This will eventually result in a better standard of living for the rural populace (Oludimu, 1991; Olanrewaju and Falola, 1992).

Although local governance has always been viewed as an urban phenomenon, it has so far ushered in a lot of changes in rural areas. It has facilitated provision of basic services, skills development, local economic development and financial as well as infrastructure support (Goodwin, 1998). Akpan (1990: 266) argues that local governance is gradually contributing to the reduction of problems such as migration to urban areas in search for better livelihoods, which depopulate rural areas.

Rural local governance is therefore very crucial for rural development as it provides guidance with regard to how municipalities can work together with rural transformation stakeholders in providing their members with goods and services in an effective, efficient, transparent and accountable manner under the rule of law and individual liberties. The creation or strengthening of such an institution in

itself promotes development, as it is a platform upon which community development can be planned and executed (Jeppe, 1982; Wallis, 1990).

2.4 The importance of local governance in rural development in South Africa

It is generally accepted that local governance is an integral part of the broader issues of governance and development in South Africa, however prior 1994 South Africa had a racially fragmented local government system. Fitzgerald et. al. (1995:391) state:

> "local government under apartheid developed as a confused patchwork of systems, with divisions between urban and rural areas; between areas previously designated "White" and "Black" and between areas formerly under the jurisdiction of the "independent homelands" and the former Republic of South Africa".

Apart from being segregative, the South African local government system was also characterised by deconcentration because the central government was responsible for local government services whereas the local government merely acted as an agent of the central government (Cloete, 1995). In view of this Motala and Polunic (1998: 98) refer to the apartheid local government as the delivery organ of the central government. The apartheid local government system was therefore not focused on local development.

Lack of physical and human resources, which was mostly experienced by black local authorities, made local authorities not to be development oriented hence they failed to meet the needs of the local communities. African settlements, whether urban or rural, virtually had no viable source of revenue whereas White areas accrued their revenue from government subsidy, service charges and

rentals. In addition to that business social responsibility was only directed towards White areas. Lack of development infrastructure and poor service delivery in these areas is proof enough of the inability of the apartheid local government to perform its functions (Cloete, 1995). Political illegitimacy of the apartheid local government rendered it unworthy of governing. This character contributed to it being inefficient in social service delivery.

The major weakness of the apartheid local government was that it failed to promote community or popular participation. Decision-making was centralised in the homelands where most of the rural areas were found hence the underdevelopment of most of these areas. Most significantly the failure of local and central governments to encourage various institutions and organisations to participate in social and economic development issues contributed to lack of involvement of such institutions in local development. As a result development was not a joint effort. The local government authorities did not mobilise local development participants in order to develop an integrated approach to social and economic prosperity. The central government with the help of its arm, the local government, was the service provider and decision maker.

Currently a large number (more than 60%) of citizens in South Africa reside in rural areas, which are characterised by abject poverty, poor infrastructure and lack of access to economic opportunities and basic services. These are direct results of colonialism and also policies and measures that had systematically consigned the large majority of African people to conditions of perpetual underdevelopment.

Consequently, the absence of a formal locally oriented non-racial rural local government system worsened the conditions in rural areas and resulted in poverty. Local government gave elementary services to the urban residents whilst marginalising the poor rural communities. Although traditional leaders provided leadership in rural areas, they could not address local development

issues properly due to lack of necessary skills, financial resources and support from private and non-governmental institutions (Cloete, 1995). Interconnections between local government, civic organisations and the private sector that were required for local development, as each of them could bring specific sets of skills and resources into the partnership that could assist improve rural areas, were very minimal. Where collaborations and co-operations were visible, they were conducted in a paternalistic, non-democratic and non-consultative manner. Above all, the government did not play any significant role in rural development, as a result rural dwellers saw to meeting their own needs (Cloete, 1997).

In order to overcome the past inadequacies cited in the preceding discussion developmental local government, which focuses on improving the standard of living and quality of life of the previously disadvantaged, was introduced (DLG, 1998b; Mc Intosch, 1995). As a consequence, the Local Government Transition Act No. 209 of 1993, the Local Government Transition first amendment Act No. 2 of 1995 and the Local Government Transition second amendment Act No. 17 of 1996 were passed as legislation guiding transformation of local government and governance. The said legislation provided for the establishment of a developmental local government and implementation of rural local governance (Pycroft, 1998). Pycroft (1998:151) stated that developmental local government refers to: "a mechanism of overcoming the inadequacies of the past and repositioning local government within its new development mode". The *White Paper on Local Government (DLG, 1998b: 17)* refers to it as: "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives".

Developmental local government was established with the intention of improving the citizens' quality of life through maximising social development and economic growth, ensuring that agencies that are involved in local governance work together in an integrated manner, equal distribution of resources, empowering

communities, democratising development and creating conditions conducive for local solutions to development. As municipalities are a driving force of developmental local government, Section 153 of the *Constitution of RSA (DCPA, 1996:36)* requires each developmental municipality to "structure and manage its administration and its budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community". As a consequence developmental municipal councils' responsibility is to facilitate and coordinate service delivery, poverty alleviation strategies and local economic development within their areas of jurisdiction.

The government has also come up with approaches such as co-operative governance and public and private partnerships (PPP) to enhance local governance. With co-operative governance the national and provincial spheres of governments are obliged to support and strengthen the capacity of municipalities to manage their own affairs, exercise their powers and perform their constitutional responsibility at the local level (DLG, 1998b; Pycroft, 1998*)*. In terms of public and private partnerships, the local municipalities must forge relationships with business, Traditional Authorities, communities, civic and non-governmental organisations so that they can all address challenges facing rural areas in this instance.

The success of rural development depends on local governance because it promotes intergovernmental relationship and interdependence among rural development stakeholders such that they can all take part in improving rural livelihoods. According to the *Municipal Structures Act No. 117 (DLG, 1998a: 19)* "within any local area many different agencies contribute to development, including national and provincial departments, parastatals, trade unions, community groups and private sector institutions". Rural municipalities are therefore required by the DLG (1998b: 21*)* to find solutions to the problems of the rural areas through an integrated approach that can help build the rural communities, sustain their economies, eliminate poverty and improve personal

safety. The rationale behind this is to find local solutions to rural development challenges through the involvement of as many role players as possible. In that way local governance makes rural development a shared endeavour.

In its rural development framework the DLA (1997: 10) outlines the significance of local governance in rural development as a means of achieving social and economic development in the previously marginalised rural communities through coordinated efforts of the community-based organisations, business, local private and public organisations. Developmental municipalities are bound by developmental local government principles and the Constitution of RSA to build social capital for the rural areas together with local communities and other stakeholders. *Municipal Structures Act No. 117 (DLG, 1998b: 58)* states that change in governance of local areas can be achieved through the introduction of an integrated development plan and equal distribution of resources.

Since the advent of the democratic national government in 1994 and local government in 1995, efforts have been made to transform local government to local governance. The aim was to establish networks of actors concerned with development such that the influence over social and economic improvement is exerted not only by the formal institution of elected local government but also by civilians, business companies, non-elected governmental, civic and voluntary organisations (Pycroft, 1998). Local government remains the sphere of government that provides vision, leadership and co-ordination to all rural development role players.

In order to enhance and strengthen local governance integrated rural development plans have been recommended for adoption (DLG, 2000). These plans provide powerful tools for municipalities with which to facilitate integrated and coordinated delivery within their locality. Local governance puts municipalities at the centre of a complex matrix of organisations operating within their area of jurisdiction. The integrated development plan approach is likely to

enhance delivery, reduce costs and avoid duplications such that development initiatives can benefit the people.

As emphasised by the *White Paper on Local Government* (*DLG, 98b: 37*) and the *Constitution of RSA (DCPA, 1996: 63),* linkages among business sector, rural people, governmental and non-governmental organisations are required to provide resources for rural development. Local governance promotes efficient service delivery, poverty alleviation, capacity building, skills development, infrastructure development and local economic development. That is because various service providers that are more effective and resourceful than the council itself bring in their different contributions, as a result rural development becomes a balanced simple task (DLG, 1998b; Pycroft, 1998).

Local governance was established in the rural areas to change the manner in which rural development was administered and the governing styles thereof, which were clouded by bureaucracy. The rationale behind that change was that local people must get an opportunity to direct rural development and reach the intended outcomes. With local governance in place, rural development no longer becomes the duty of the local authorities alone because there is a shift from state sponsorship of development to private companies, civic and non-governmental organisations sponsorship. The advantage of local governance is that it encourages the institutions to support and participate in local development in order to achieve an integrated development within municipal areas (Pycroft, 1998).

Rural local governance provides a sound basis upon which sustainable rural development can be constructed (Pycroft, 1998). The issue of rural local governance has been elevated to the top of the political agenda in the recent years due to the fact that the majority of the population and the significant concentration of South Africa's poor live in rural areas (Pycroft, 1997; Statistics South Africa, 1996). Fitzgerald et. al. (1995: 403) argues that: "although South

Africa is currently experiencing rapid urbanisation following the relaxation of the influx control, a sizeable proportion of the population, and predominant concentration of her poor people, live in the rural areas". This implies that there is a need for rural development. According to Statistics South Africa (2001: 9) 70% of the total population of the country live in rural areas, which are characterised by poverty.

It is through local governance that resources can be mobilised across the spheres of government, business, donor communities, civic and non-governmental organisations for capital investments, poverty alleviation, infrastructure development, sustainable service delivery and community empowerment (DLA, 1997). This approach cannot bring an end to urbanisation nor urbanise rural areas but it can assist to demonstrate the potential that rural localities posses with regard to investment opportunities and being habitable.

Motala and Polunic (1998: 97) argue that

> "widespread poverty and non-existent or low levels of service delivery are prevalent in the rural areas of South Africa. Given the point that South Africa's rural population is about 70% of the total population, the magnitude of the problem becomes very stark. In this context, rural local governance assumes a particular importance".

Rural local governance and not just local government is needed to serve the rural areas, as rural areas are different from urban areas. The major difference is that both types of areas have different settlement patterns and trends which therefore validates the point that their needs cannot be the same hence the need for each to be served by a local authority that best understands its needs.

Fitzgerald et. al. (1995: 403) therefore, suggest that the development needs of rural communities be addressed through local governance to ensure equitable redistribution of South Africa's wealth and thus decelerate the urban drift. Local governance is therefore viewed as a mechanism for facilitating the delivery of rapid improvements in the standard of living and the quality of life of the rural poor (Fitzgerald et. al. 1995; Cloete, 1995; Statistics South Africa, 2001). Government to bring rural areas in par with urban areas in terms of social change.

The significance of local governance is that it brings government closer to the people and thus gives them a sense of involvement in matters affecting their lives. It provides an important vehicle for mass participation by ordinary people (Reddy, 1999). The involvement of the people is a means of obtaining information about local conditions, needs and attitudes so that development planning can be informed by their needs. Wunsch and Olowu (1995: 3) explain the logic of bringing decision-making to the grassroots level as a way of promoting development as this will enhance its applicability to local conditions, reduce conditions for corruption and improve accountability to the beneficiaries.

According to Mackenzie and Taylor (1992: 129) the major objective of rural development is to improve the lives of rural people and provide them with services and living conditions, which are better adapted to their needs. To achieve this goal, most developing countries like South Africa adopt decentralised local government so as to provide an enabling environment that allows participation of local rural people in conceptualising, implementing and managing their development programmes. In other words, local government is essential in the development of rural areas of the developing countries. It provides rural inhabitants with an opportunity to influence formulation and implementation of policies, which affect their lives, more effectively than if it were the provincial and national governments.

Local governance assists in the reduction of dictatorship, uniformity, conformity, bureaucracy and red tape usually associated with highly centralised planning, particularly in developing countries like South Africa where power, authority and resources used to be in the national capital (Reddy, 1999). While centralised strategy for development frequently comes with autocracy, oppression, corruption and poorly planned development projects, rural local governance ensures greater representation for divergent religious, cultural and political groups in the decision-making (Reddy, 1996). It is therefore a means of empowering rural people and to relieve them from segregative measures imposed on them by the apartheid top-down oriented government.

According to Motala and Polunic (1998: 100) local governance promotes equality among all the rural citizens irrespective of race. It distributes resources based on needs, equity and in a sustainable manner. Local governance is an essential cornerstone in the development of democracy because it allows local initiative and discretion. It is at this level that democracy is experienced and practised more directly and immediately than the provincial or national government level (Reddy, 1996a). With democracy comes accountability and responsibility, which must be demonstrated by both the local councillors and electorates to ensure effectiveness and efficiency in governance.

Local governance provides a training ground for aspirant citizens to acquire leadership and managerial skills, which could prepare them for future endeavours (Reddy, 1999; Heyman and Totemeyer, 1998). The test for the sustainability and permanence of decentralised local government under popular control will be the extent to which it can facilitate concrete material improvements. The yardsticks will be bread and butter issues such as basic needs, education, employment, gender equality, proper administration and management of projects at the local level (Motala and Polunic, 1998).

Many social scientists and students of Development Studies (Ayo, 1984; Galvin, 1999; Leonard, 1982; Olenrawaju and falola, 1992; Pycroft, 1996; Reddy, 1996a) view rural local governance as the best mechanism with which democratic and accountable governance, social and economic development and provision of human basic needs can be achieved. Their argument is based on the point that rural development has never been an easy task. Therefore, local government structures cannot achieve it without the help of various institutions. Problems of lack of capacity in terms of human, physical and administrative resources experienced by local government legitimates the idea that it is inadequate to govern rural areas therefore local governance should remain responsible for rural development (Leonard, 1982). That is the reason the South African government adopted an integrated approach to rural development.

The significance of a decentralised local government that is given the required support constitutes the basis for a new and improved relationship between the local citizenry and the state (Reddy, 1999). Decentralised local government is an effective mechanism for overcoming the serious limitations of centrally controlled national planning. The most important consideration in this regard is delegation of control and authority from national development planning and government to officials who have direct contact with rural people. It also allows rural dwellers an opportunity to control their process of development (Reddy, 1999). Goodwin (1998: 5) maintains, "the ways we employ to govern an area, in the broadest sense of the term, are crucial to its economic and social trajectory". The implication is that governmental and non-governmental institutions and the community must work together in the new process of governing rural areas and thus make them habitable and economically viable.

Just like decentralisation, community development is an important instrument with which local governance can be enhanced. Jeppe (1982: 4) stated that community development, if correctly applied by local governance institutions, could be a major contributory strategy of promoting integrated rural development.

The government and the private sector place much emphasis on the efforts of the people to identify and fulfill their needs with maximum reliance upon local human and natural resources. Most advocates of community development view it as an approach that grassroots democratic institutions such as local governments can use to inculcate the spirit of self-help and local initiative among rural people. The purpose would be to minimise chances for failure of development projects to reach intended objectives, lack of progress and despair.

Local governance is at a strategic position of breaking through traditional economic approaches, which are urban centred since rural areas are also emerging as viable economic centres. Rural areas have economic potential and they need local governance institutions, which can help them, restructure; reorganise and market their products such that they can sustain their economic potential and investments. Pycroft (1996: 109) states that local governance is an appropriate institution that is likely to provide rural people with a viable foundation for local economic development, which with time can influence and create better opportunities for their local and international investments. Local economic activities are vital to the development as they can generate new businesses and create employment opportunities that would contribute to local and later national economic growth and better living conditions for all (DLA, 1997). If people are employed they are likely to pay for services and this can help in sustaining the services.

New structures and processes of local governance in the economic sphere are based on local economic development. In view of that, Pycroft (1996: 113) argues "local governance facilitates the creation of strategic alliances with higher tier-authorities and agencies in an effort to maximise access to resources for local economic development". Since business companies and non-governmental organizations involved in local governance have a better understanding of the conditions in their chosen rural areas, it becomes easy for communities to request and access financial and physical resources from these bodies to

develop themselves. According to the *White Paper on Local Government (DLG, 1998b: 19)* and the *Integrated Rural Development Strategy (1997: 7)* local governance is a relevant mechanism through which local economic development can be achieved because participants can identify investment opportunities that can benefit all of them including local and probably provincial economy.

Evidently, some small medium and micro enterprises emerge from initiatives by big companies, which help people who are keen to start businesses but lack financial and physical capacity. These endeavours, to a larger extent, contribute to job creation in rural areas that may result in people being able to acquire basic needs and improve their well-being (Akpan, 1990). Building on and utilising the opportunities provided by actual and potential links within an area, the local natural resource base and skills can help achieve local economic development. It is in line with that notion that the DLA (1997: 10) suggests that "the wider the range of jobs and activities, the higher the demand for services locally, the more local markets will grow, and the more money will circulate in rural areas". Most importantly, local governance is well positioned to promote small medium and micro enterprises, as they are necessary for job creation and rates generating business activities (DTI, 1995).

In South Africa, the decades of the government's discrimination and segregation forced rural African people into a situation of dependence on white controlled capitalism, disempowerment and out-migration of educated and skilled people. In such a situation, innovative rural local governance has to device strategies for the enhancement of local self-help and reliance. The strategies can include among others, training previously disadvantaged farmers in farming methods and financial management, encouraging establishment of small medium and micro enterprises and creation of opportunities for Africans to compete with their White counterparts (Binns and Nell, 1999).

Chapter three

Socio-economic background in the North West province, the Bojanala Platinum District Municipality and Moruleng village

3.1 Introduction

This chapter gives the general background of the area under study. It explains the socio-economic conditions and the organisational structure of rural local governance in the North West province, the Bojanala Platinum Municipality (BPDM) and Moruleng village.

3.1.1 Socio-economic conditions in the North West province

3.1.1.1 Demographic profile and spatial structure

The North West province, which covers 116 320 Km² or 9, 5% of the total surface area of the whole country, is one of the three predominantly rural provinces in the country. Its population density is 29 people per square kilometre, which is slightly less than the country's 34 people per square kilometre. Out of its total population of 3, 4 million, which makes up 8% of South Africa's total population, the North West province houses a rural population of about 2.2 million people (60%) (Chikulo et.al, 1997; Statistics South Africa, 1999). The North West province is the sixth highly populated province in the country following Western Cape (9%), Limpopo (13%), Eastern Cape (16%), Gauteng (17%) and Kwazulu-Natal (21%) (Whiteford et. al, 1995; Statistics South Africa, 2001). The North West population is made up of four major sub-groups: African 91.2, Asians 0.3%, Coloureds 1.4 % and Whites 6.6% (Statistics South Africa, 2001). Compared to other provinces,

the North West is the second in terms of the proportion of the Africans in the country with an estimation of 91% while Limpopo is the highest (95%). The age structure of the population in the province is similar to the national structure. This province is characterised by a high proportion (36%) of children below the age of 15 years of which only 9% is constituted by white children. This implies that the number of African children is higher than that of the white children (Statistics South Africa, 2001).

The province is divided into four political regions: Bophirima, Central, Southern and Bojanala Platinum. It is characterised by a wide dispersion of populations and a high incidence of small villages. There are about 801 rural communities in the province (Chikulo et. al, 1997). As indicated earlier, the province does not have any metropolitan council. In recent years, there has been a tremendous increase in the informal settlements around towns and mining areas in the province. According to Statistics South Africa (1999: 11) 20% of people in this province live in informal settlements, which are not properly organised and lack most if not all the basic services. These informal settlements, therefore, pose a serious challenge to the government in terms of governance and provision of services.

3.1.1.2 The extent of poverty

Although South Africa is viewed as one of the well-off countries in Africa, she remains a middle-income country with exceptionally high levels of poverty and inequalities. This notion is informed by the fact that while her population is 50% rural, 15% and 57% of the same population live in relative and absolute poverty respectively (Wilkins, 1998).

According to Leibbrandt et. al. (1996: 37) poverty in South Africa varies greatly across the nine provinces with the highest poverty rate being in Eastern Cape (71%), the Free State (63%), the North West (62%), Limpopo (59%), the

Northern Cape (57%), Mpumalanga (56%), Kwazulu-Natal (54%), the Western Cape (47%) and Gauteng (41%). However, Whiteford et. al. (1995, 8) state that racial discrimination contributed to inequalities hence poverty is experienced differently among different racial groups. Unequal distribution of the national income and resources resulted in 61% of the Africans becoming poor compared to 38% coloured, 5% Indian, and only 1% of Whites. The per capita income of blacks, which is twelve times less than that of the whites, further, demonstrates that poverty is more rive among Africans compared to Whites. These differences expand beyond race hence there are also inequalities between urban and rural areas. The 1999 October household survey revealed that more African rural women (56%) are unemployed compared to their White (44%) counterparts (Liebbrandt et.al, 1996; Statistics South Africa, 2001).

Similarly, most parts of the North West province are remote, underdeveloped and have high levels of poverty. As stated in the preceding discussion, 60% of the population of the North West province lives in rural areas, where poverty is mostly concentrated (57%) while in urban areas poverty is estimated at 43%. Poverty distribution between rural and urban areas in the North West province is more or less similar to Kwazulu-Natal (Statistics South Africa, 1998). According to Statistics South Africa (2001: 66) "living conditions in the North West tend to be characterised by inequality regarding access to opportunities necessary for a better life". These inequalities vary by rural and urban, gender and race.

To a larger degree, the extent of poverty conditions in the province is clearly shown by employment and source of living data. Although the North West province reported an economically active population (15-65 years) of 34% in 1999 compared to the country's 34%, the former's unemployment rate is slightly higher (33%) than the latter's (29%). Noticeably, the proportion of the Africans who are within the economically active category is smaller (59%) than the corresponding White (68%) population. The province's 63% age dependency remains a challenge to the government. Unemployment levels are higher among

Africans (57%) as compared to other racial groups (Whites – 5%, Coloured – 30% and Asians – 9%). In addition poverty falls disproportionately on women.

While unemployment is dominant in the rural areas (41%) and less experienced in the urban areas (25%), women are the most affected as 44% of them compared to men (25%) are unemployed. Furthermore since females head 67% of the households in the province, it can be concluded that female-headed families are more poverty stricken than male-headed ones (Statistics South Africa, 2001). Statistics South Africa (1999: 11) revealed that out of 41% of the rural unemployed 13, 5% does not have a source of income. The poverty trap that all these people find themselves in denies them an opportunity to access and acquire services such as better housing, health care, education, clean water and better job opportunities.

The highest proportion (30%) of workers in the North West is employed in the community, social and personal services sector whereas manufacturing, agriculture and catering and accommodation have employed 9%, 18% and 17% respectively. Income differences are also very pronounced among population groups, especially between Africans and whites. While 9% of white employees are in the bottom income bracket, Africans on the other hand constitute only 9% of the top income bracket (R4000.00 or more) (Statistics South Africa, 2001).

The high rate of joblessness and subsistence salaries add to an increase in poverty and thus create a condition of low purchasing power among people, which then impacts negatively on economic growth and payment of local government services. The problem of poverty is further compounded by an increased population growth, which exceeds economic growth by 0, 1% (Centre for Regional Development, 2000). The high population growth rate puts constraint on the few available resources and social services for example health facilities that are shared at a ratio of one facility per four thousand people. All

these factors remain challenges to local government. However, as required by law, the national and provincial governments may still assist.

3.1.1.3 Economic conditions

According to Chikulo et. al. (1997: 3) most parts of the North West province are remote and underdeveloped. However, although there are many signs of poverty in the North West, this province is one of the provinces whose economy has a potential for growth. *Statistics South Africa (1999: 6)* has projected the province's economic growth rate at 3, 5%.

However, the weakness of the economy of this province is that growth is only visible in a few areas. Comparatively speaking, while the economy of the Bojanala Platinum District Municipality exhibits signs of growth, the Bophirima and Central regions are characterised by lack of economic development, poor standard of living, high rate of illiteracy and high incidences of health related problems. Whiteford, et.al (1995) state that most economic activities are concentrated in Potchfestroom, Kleksdorp, Rusternburg and Brits regions, where more than 66% of the Gross Geographic Product (GGP) of the province is produced. It is therefore evident that there is lack of economic opportunities in the rural areas because they do not currently posses the financial capacity to create their own development opportunities.

With regard to the country's total income, the North West province's contribution to the Gross Domestic Production (GDP) dropped from 7, 6% in 1980 to 4,9% in 1996 and is followed by Limpopo (4,2%) and the Northern Cape (2,3%) (Statistics South Africa, 1996). The economy of the province is mainly reliant upon mining, manufacturing, commerce, tourism, transport and agricultural industries. The mining industry is the major employer in the province with eighty-seven mines, which employed 70% of the province's population. The North West province's mining industry contributes 21, 6% to the GDP and is closely followed

by Mpumalanga (20,8%) and the Free State (13, 8%). This industry makes up 60% of the province's economy and contributes 94%, 32%, 25% and 46% of platinum, chromites, gold and granite respectively to the country total output. On the other hand the agricultural industry, which has employed 18% of the economically active people, contributes 8, 9% to the provincial economy and 30% of national maize (Centre for Regional Development, 2000; Statistics South Africa, 1997).

The Centre for Regional Development (2000: 12) states that this province has the best tourism icons, which increased the provincial economy by 4% in the year 2000. Manufacturing, which employs 9, 6% of the people, also contributes 4% to the country's GDP. All these figures portray a well growing economy whose products can benefit most of the people in the province if fairly distributed and thus relieve people from the effects of poverty.

3.1.1.4 Provision of basic needs

The largest part of the North West province is made up of the former Bophuthatswana areas, which lacked basic services and development infrastructure. The Constitution of RSA and development legislation, as listed in chapter one, placed a special responsibility on local government to prioritise provision of development and basic needs of communities. Local municipalities are, as a result, gradually improving provision and accessibility of basic needs in their areas of jurisdiction.

Data by Statistics South Africa (2001: 38) revealed that 80% urban African, 84% urban white and only 40% of the non-urban households live within 5Km from a health facility in South Africa. The remaining 60% of the non-urban households either has to rely on mobile clinics that normally come once or twice a week or a month otherwise they walk for very long distances in order to access health facilities.

Education attainment in the province is also clouded by inequality between Africans and whites. Practically all whites above the age of twenty have reached educational levels beyond primary school yet on the other side, half of the corresponding African population has not gone beyond primary school. However, due to the introduction of adult educational training by the government, there has been a slight decrease in the illiteracy level as it has dropped from 51% to 22% in the North West province. This means that at least more people can read and write. In spite of the increase in the literacy rate to 70%, the North West province continues to be below the official national average of 82, 8% and is in fact the lowest of all the provinces (Statistics South Africa, 2001).

The North West province, which houses 8% of the country's total households, has 80% of its households living in formal brick structures whereas 20% live either in shacks or structures built of mud. In spite of the encouraging housing situation in the North West, provision of basic services is below national levels. Regarding clean water, it is only 27% of the households that have tap water in their dwellings versus the country's 33%. Flush toilets are found in all the White households whereas only 20% of the Africans have them in their dwellings. Access to telecommunication system also seems to be a challenge in the province because only 18% of the households do have telephones in their houses. It is estimated that only 44% of the households in the province have electricity whereas the rest of the households use other forms of energy ranging from fire to gas (Statistics South Africa, 2001).

3.1.2 Socio-economic background of the Bojanala Platinum District Municipality and Moruleng

3.1.2.1 Demographic profile and Spatial structure

The BPDM, which borders the Limpopo province along its northern boundary and Gauteng province along its south eastern boundary comprises the former

Rustenburg District Council and the Eastern District Council. It has four local municipalities and one district management area namely: Moretele, Madibeng, Moses Kotane, Kgetleng and Pilanesburg management area. The district is 14000 square kilometres with a total number of 133 rural communities and nine towns (BPDM, 2002; Statistics South Africa, 2001). In terms of settlements, the district is divided as follows: Urban (25%), rural (67%) and informal settlements (8%). The total number of the rural population in this district is 1 029 780 (Statistics South Africa, 2001). There is a tremendous increase in the informal settlements around big towns and mining areas in the district whose growth is estimated at 17% per annum (Statistics South Africa, 1999). These settlements are characterised by lack of running water, electricity, schools, health facilities and flimsy buildings.

According to Statistics South Africa (1999: 30) BPDM has a population of 1, 2 million that represents a growth rate of 3, 1%. Five racial groups make up the population of this province: Africans (88, 9%), White (8, 4%), Coloured (0, 62%), Indian (1, 1%), and other races (1%). This population is distributed among the former five local municipalities as follows: Kgetleng 2, 8%, Madibeng 30, 6%, Moretele 15%, Moses Kotane 21% and Rustenburg 30, 6%.

Generally, the population in the BPDM is older as compared to that of the province. School going children (7-18 years) in the district constitute 27% compared to 26% in the province. However, the difference is accommodated in the adult population (19 years upward) because BPDM has 55% compared to 52% in the province (Statistics South Africa, 1999).

3.1.2.2 The extent of poverty

Relatively speaking, the region in the study has more economical potential than the other three districts in the province (Whiteford et. al. 1995). The economic activities of this district are concentrated around the Rusternburg – Bafokeng and

Brits regions, where about 40% to the Gross Geographic Product (GGP) is produced. The region has the second highest average household income in the province following the Southern district. However, 15% of the rural families survive through subsistence farming especially those in the Western part of the district. These families either rear animals or engage in plant production (BPDM, 2002).

BPDM district municipality's economic active population is slightly higher (37%) than the province's (35%) whereas their age dependencies are equal (63%). Half (50%) of the total number of those who fall within the economically active category is employed compared to 31% of the Southern region and 41% of Central districts (Statistics South Africa: 2001). In addition, this district still has the highest (35%) percentage of literacy rate compared to the Central (28%) and the Southern (26%) districts. Inequalities regarding employment and literacy rates between urban and rural areas and between Africans and Whites are pronounced in this district. According to Statistics South Africa (2001: 67) 1, 4% of the Whites in the district and 32% of the Africans is unemployed. In addition, unemployment is rife in the rural areas (60%) as compared to urban areas (47%). Similarly, illiteracy among Whites is low (14%) as compared to Africans (27%) while on the other hand illiteracy rate in urban areas is estimated at 21% and 26% for rural areas (Statistics South Africa, 2001). These figures show that poverty is mostly experienced among Africans and in rural areas.

Income inequalities, to a larger extent, illustrate how unevenly the wealth of the province is distributed. While 70% of the Whites are in the top income bracket only 30% of the Africans are found within this bracket. African women are mostly affected by these inequalities because out of the 69% of the employed ones only 20% of them are within the top income bracket.

Farm workers, who constitute 25% of the economically active population, work up to twelve hours per day, earn as little as R200.00 per month, which is too low to

help them afford basic needs (Whiteford et. al, 1995). The majority (80%) of the farm workers stay in mud houses that are very small but have to accommodate extended families. In most instances these houses are not electrified and do not have running water. Although the Ministry of Social Development offers social grants, which are linked to the inflation rate, to children up to the age of 14 years and adults over the age of sixty, it is still difficult for farm workers to access such funds either because of transport related problems or unavailability of necessary documents such as Identity Document, clinic cards or a letters from the Traditional Authorities (Skweyiya, 2003).

3.1.2.3 Economic conditions

The economy of BPDM consists of the manufacturing, transport, agricultural, commercial and tourism industries. Although there has been a general slow growth in the economy, the contribution of this region to the provincial economy has increased from 28% in 1980 to 46% in 1999 (Statistics South Africa, 1999). This is basically due to the 3, 5% economic growth of Rustenburg and Bafokeng, which is equivalent to that of the province (Department of Finance and Economic Development, 2001).

The Bojanala Platinum District Municipal's economy is heavily reliant upon the mining industry and it is the highest producer in the province with a total income of 46% (Statistics South Africa, 2001). In terms of production the area produces 56% and 16% of the province's platinum and chromate respectively. An important point to notice however is that along the platinum belt, between Rustenburg and Brits, there are about 50 000 migrant workers who earn an estimated R1, 6 billion per annum, the bulk of which is remitted to other provinces or countries. This represents a major income leakage, which is detrimental to local business and the economy of the region and to a significant extent increases unemployment and poverty.

Commercialised agriculture is also one of the economic activities in the BPDM. Commodities produced in this region are: citrus fruits, sunflower, maize, tobacco and livestock. While this sector employs 25% of economically active people, it only contributes 11, 5% to the total income of the district. Other sectors such as commerce, public service and craft and trade related services employ 13%, 13%, and 23% respectively (Department of Finance and Economic Development, 2001).

Manufacturing industry, which used to be one of the best industries in the former Transvaal, which is now part of the present day BPDM, is gradually dying and as a result it causes unemployment and that increases the rate of poverty. The fall of this industry is proven by the decrease of its contribution to the GGP, which has declined from 22% in 1990 to 4% in 2000. Most of such industries that are situated around Brits, Mogwase, Rustenburg and Moretele are currently under utilised thus contributing to the decline of the manufacturing industry (Department of Finance and Economic Development, 2001). This situation raises a need for a counter strategy to de-industrialisation that is experienced in the area.

The area in this study boasts tourism related resorts, hotels, motels and entertainment areas that provide local and international tourists with divergent types of leisure and entertainment. In addition, these tourist points offer local disadvantaged people with entrepreneurial opportunities and jobs that can, in a way, assist in uplifting their standard of living. The point that tourism contributed 15% to the provincial economy and created 38 000 jobs by 2001 proves this region's potential towards economic and social development. Above all this region has economic growth potential, which when properly utilised, can bring about social and economic development. Although BPDM's economy is so vibrant, it has an unemployment rate of 50%. As a result the district council has included it in the first group of the priorities of the municipality's Integrated Development Plan (IDP).

3.1.2.4 Provision of basic needs

About 80% of the area in the study was previously under the Bophuthatswana government, where provision of basic needs was the responsibility of Traditional Authorities, particularly in rural areas. Even though provision of basic services and development in general was assigned to the Traditional Authorities, they did not have reliable and consistent sources of income; hence in some instances government departments assisted whenever and wherever need arose. The Traditional Authorities relied heavily upon fines, customary fees, tribal levies, domestic animals tax, workers' registration and trespassers' fees as their source of development funds. In addition, the communities also contributed some money to the development fund through the influence of the spirit of self-help and self-reliance. Intervention by government departments was inconsistent and unfair in the sense that it was clouded by segregation and discrimination (DLG, 1998b).

Lack or absence of basic services in the rural areas can therefore be taken as one of the consequences of the absence of proper local governance systems and resourceful local authority that could facilitate provision of such basic needs. Since 1994 provision of the basic needs in rural areas, within this region, has been done by the district municipal council due to lack of capacity in some local municipal councils (Pycroft, 1998; DLG, 1998b).

According to the Bojanala Platinum District Municipal Council (2002:15) up to 59, 4% of the families in this region live in formal structures built either out of bricks or mortar whereas 35, 2% live in shacks in the backyards or informal settlements. One most important point to notice is that families living in these informal settlements either do not have direct access to the basic services or they do not have them at all. BPDM has the highest (79%) capital requirement to eradicate its housing backlog and is followed by the Central District (11%), Bophirima District (6%) while the Southern District has the lowest (4%). While all the White

households are electrified in the district, there is a need of 43% (Bojanala Platinum), 27% (Central), 25% (Bophirima) and 5% (Southern) of capital to reduce the electricity backlog among Africans.

Sanitation systems found in the study area are full waterborne sewer system, septic tank and pit latrines. According to Statistics South Africa (2001: 11) 68% of the households are dependent upon pit latrines for sanitation purposes, 26% have flush toilets while 6% have no toilet facilities. As a result, they use bushes surrounding their residences, especially those who live in informal settlements. Evidently, lack of proper sanitation system causes pollution and poses severe health risks to the communities. Waste disposal facilities are only available in the urban areas (25%) whereas rural and informal settlement communities re-use most of the waste, burn them, or recycle them as a source of income.

Access to telecommunication systems seem to be a problem in the district because only 15% of the households have phones in their houses while 44% only have access to public phones, which are in most instances far away and are only open during working hours. It is only 24% of the community that has piped water in their homes, others have to rely either on boreholes, communal windmills or public taps. Hence there is a need of 50% of capital to reduce the backlog while in other districts there is only a need of 24% (Central), 21% (Bophirima) and 5% (Southern) (Statistics South Africa, 1996).

There are only nine hospitals, 116 clinics, five community health centres and seven welfare centres that are shared by 1,2 million people at the ratios of 9173, 212813, 118229 and 22640 per facility, respectively whereas the national government's target is one health care facility per 10 000 people (BPDM, 2002). The implication is that access to health care facility is a complex problem in the district.

26 police stations and 11 emergency service stations that must be shared by 40926 and 76664 people respectively per facility (BPDM, 2002). The situation leaves much to be desired about security because it is one of the basic requirements needed by residents, investors and tourists. An unsecured area is a threat to peace, prosperity and people's lives. These figures show that the available resources are too few to meet the needs of the community. The conditions expressed in the preceding discussion indicate a need for an extra effort from communities, business sector, civic organisations, local government, and non-governmental organisations to improve provision of basic services with regard to accessibility, management and administration.

3.2 The organisational structure of local governance in the North West province, the Bojanala Platinum District Municipality and Moruleng village

3.2.1 Local governance structure in the North West Province

During the local government transitional period, the North West provincial government established a unique and democratic local governance system to ensure direct representation, service delivery, and address the development and infrastructure backlogs in the previously disadvantaged areas *(Pycroft, 2000).* The process was guided by the *White Paper on Local Government (DLG, 1998b); Integrated Rural Development Strategy (1997); Batho Pele Principles (1996); Constitution Act No. 108 (1996); Demarcation Act No.27 (1999); Municipal Structures Act no. 117 (1998a); Municipal Systems Act No. 32 (2000) and Facilitation Act No. 67 (1995).*

Most importantly, Section 155 of the *Constitution Act No. 108 (DCPA, 1996: 64)* caters for the establishment of categories a, b and c municipalities in the country. However, the North West provincial government, through its Member of

Executive Council (MEC) of Department of Developmental Local Government and Housing, exercised its constitutional right and the provision of the *Municipal Structures Act (DLG, 1998a: 18)* by establishing categories b and c municipalities only. The purpose of the establishment of these local governance structures was to accommodate the diversity in settlement types within the province (Motala and Polunic, 1998). Based on the new municipal system, the North West provincial government created twenty-nine municipalities of which five are cross-boundary and four and twenty-one are district and local councils respectively. Although the North West province is predominantly rural, local governance is structured in such a way that both rural and urban areas share the same municipalities.

These new municipal entities are charged by the Constitution of the country with social and economic development. They also have to promote active participation of local communities in decision-making through community involvement in the budgeting process, assembling municipal development priorities through the integrated development planning process and monitoring performance through performance management system (SALGA, 2000; Pycroft, 1998; DLG, 1998a).

The district municipalities are Bojanala Platinum, Central, Southern and Bophirima; cross boundaries municipalities are Tshwane metro, Kuruman-Mothibistad, Merafong and Kalahari-Kgalagadi. The remaining local municipalities are: Madibeng, Rustenburg, Moses Kotane, Tswaing, Lichtenburg, Moretele, Segonyane, Setla-Kgobi, Kagisano, Molopo, Zeerust, Ditsobotla, Mafikeng, Naledi, Schweizer-Reneke, Greater Taung, Lekwa, Ventersdorp, Potchefstroom, Kleksdorp and Maquassi (DLG, 2001).

The executive mayors are the chairpersons of the district municipalities. Whether or not a district municipality has to have an executive mayor remains the decision of the MEC for the Department of Developmental Local Government and Housing. Other members of the council are: the speaker, municipal manager, ten full time members of the mayoral committee, representatives of the physically

challenged and councillors representing political parties, who are elected in accordance with part one of schedule two of the Municipal Structures Act No. 117 of 1998 by voters of that particular municipality. Local municipalities, as part of the district, are represented by councillors, appointed in accordance with the provision of the same legislation, at the district council (DLG, 1998a).

Apart from the district municipalities, there are also local municipalities that provide local governance. Their constituencies are drawn from urban and rural areas. Although these local municipalities are situated within the districts, they are independent and can only request technical, financial and administrative assistance from the district if they lack such capacity. Local municipal councils comprise of the following people: mayors or executive mayors, speakers, ward councillors, political representatives and full-time executive mayoral committees. Whether a local municipality must have an executive mayor or a mayor depends on the discretion of the MEC and the size of the municipality. As required by legislation, the local councils must establish wards and ward committees so as to enhance participatory democracy in local government (DCPA, 1996; DLG, 1998a; DLG, 1998b). The ward committee is headed by a councillor who represents it at the municipal council. Members of the ward committee are ten people from the same ward who are elected by the residents.

The institution of chieftaincy has become part of local governance in the North West province because 60% of its population lives in rural areas. Section 81 of the *Municipal Structures Act No. 117 (DLG, 1998a: 56)* provides for the participation of traditional leaders in the proceedings of municipal councils as ex-officio members. Women also constitute a large proportion of the rural population, hence it is important to include them in the governance structures of rural areas. While the Municipal Structures Act No. 117 of 1998 emphasises equitable representation of women and other interest group, it at the same time limits it to less than 10%. As per provision of the Municipal Structures Act, representation of interest groups such as the Traditional Authority, women and

youth must not exceed 10%. According to the *White Paper on Local Government (DLG, 1998b: 76)* traditional leaders are charged with developmental responsibilities as they form part of local government. Apart from observing customary law, which is their fundamental role, Traditional Authorities lobby support from government and other agencies for the development of their own areas.

According to the *White Paper on Local Government (DLG, 1998b: 75)* traditional leaders have to act as heads of the Traditional Authorities and as such convene meetings (Imbizo or Lekgotla) with rural communities to address their needs and concerns. They also have to be custodians and protectors of the community's customs, cultural values and general welfare. As part of governance, traditional leaders must advise government on traditional affairs through the House and Council of Traditional Leaders. In addition, the traditional leaders have special developmental role that they have to play. They have to make recommendations on land allocation and settlements of disputes over land. Since most of them enjoy support from their communities they are expected to encourage their constituencies to take part in making decisions that affect development.

Furthermore, traditional leaders have the obligation to lobby government and other agencies for the development of their areas since the South African local government requires co-operation among various institutions. Although the Constitution entrusts the municipal council and Traditional Authorities with powers and functions that are governmental and customary in nature, respectively, the *White Paper on Traditional Leadership and Governance (DLG, 2002: 24)* continues to charge the traditional leaders with basic social service delivery in rural areas. However, some Traditional Authorities that are dissatisfied with the responsibilities assigned to them by the development legislation are passively participating in local governance issues pending the final decision about their status and roles. Be that as it may, some traditional leaders

from Moshawane, Rustenburg, Moses Kotane, Tswaing, Mafikeng and Zeerust are actively participating in local governance (DLG, 2001).

3.2.2 Local governance structure in the Bojanala Platinum District Municipality and Moruleng village

The process of transforming and rationalising municipalities in the province has resulted in the establishment of five local municipalities and one business management area in the BPDM (DLG, 2001). These local municipalities are Moses Kotane, Madibeng, Moretele, Kgetleng River and Rustenburg (Statistics South Africa, 2001).

The Bojanala Platinum District Municipal Council is currently under the leadership of the executive committee, which is constituted by the executive mayor, the speaker, ten members of the mayoral committee and the district municipal manager who heads administration. The executive mayor comes from the party that won most of the seats during the local government elections, which is the ANC in this instance. The 109 councillors who serve in the district council were elected through proportional representation.

The seats are, therefore, distributed among political parties in the Bojanala Platinum District Municipality Council as follows: African National Congress (ANC) 78, United Christian Democratic Party (UCDP) 16, United Democratic Movement (UDM) 6, Democratic alliance (DA) 6, Pan African Communist party 1, African Christian Democratic Party (ACDP) 2, Brits Civic Organisation 1 and Noordwes forum 2. The speaker of the council is from the ANC *(Independent Electoral Commission, 2000; BPDM, 2002).* In addition to the 109 there are 30 councillors who represent the local municipalities (six per municipality). These councillors are sent to the district by the local municipalities to represent the interests of the local communities. However, they interact with the community

through the local council and the ward committee. The said councillors serve in the portfolio committees of the district council.

Mayors and municipal managers also represent their local municipalities in integrated development planning committees at the district municipal council. For purposes of good governance and efficient service delivery the council has clustered its portfolios into five. Two members of the mayoral committee head each of them. The portfolios are finance, economy, institutions, community and technical services (Refer to Annexure A figure 1).

Rural development, land reform, agriculture, environment, local economic development, tourism and job creation are the functions that are performed within the economic cluster. The institutional cluster offers human resource and administrative services while the finance cluster deals mainly with finance, auditing and tenders. The technical service deals with the following: water, electricity, sanitation, housing, planning and development. The community service cluster provides the following services: emergency services, disaster management, health, sports, arts, culture, recreation, transport, and traffic and community safety.

Local municipalities are represented in the committees that oversee the above-mentioned portfolios by the local councillors. Portfolio committees are constituted as follows: members of mayoral committees who are then called the directors, representatives from the relevant provincial departments, district municipal manager, local municipal representatives, local municipal managers and any official when it is required. The reason is that at times the committees may require assistance from experts, other councillors, private sector and community based and non-governmental organisations. Therefore, it can be concluded that each portfolio committee consists of 13 permanent members otherwise stakeholder representatives are called to meetings when deemed necessary by permanent members (BPDM, 2002).

The Bojanala Platinum District Municipal Council has to play a crucial role in the governance and development of the area that is under its jurisdiction. In order to achieve this goal, the council has established two structures namely political or community based and technical (Refer to Annexure A figure 2). Members of the executive committee, local municipal mayors, local municipal managers, IDP forum chairperson per local municipality, representatives of political parties and the Traditional Authority, two people who operate in the terminal disease desk and two physically challenged people constitute the political or community based structure of the Bojanala Platinum District Municipal Council (BPDM, 2002). In order to reach and achieve the objectives of local governance other stakeholders such as women, non-governmental and community-based organisations from the area were allowed a representation in the political or community-based structure.

At the technical level there is an integrated development planning committee, which is chaired by the district municipal manager. Each local municipality is represented in this committee by its municipal manager and other officials as may be required from time to time. In addition, the representative of the Provincial Department of Developmental Local Governmental and Housing serves as permanent member of the technical IDP. The purpose of this representation is to ensure proper liaison with the other provincial departments in the North West province. Representatives from other departments are invited to attend some of the technical committee meetings in order to discuss issues of specific relevance to their respective line function as and when required. The IDP technical committee is responsible for discussing technical aspects of the following programmes: housing, water services, waste management, various spatial frameworks, environmental management and tourism (BPDM, 2002).

The success of these committees and portfolios, to a larger extent, relies upon the assistance of the support staff. As a result all the municipal council's departments have support staff. The executive mayor's office has a security, personal assistant and a secretary whereas the municipal manager's office

comprises of the secretary, internal auditor, integrated development, performance management, capacity development, local economic, information technology and public relation's officers. The administration office has the following personnel: managers of administration and human resource, legal advisor, clerk, secretary, training officer and registrar. The finance department on the other hand has the following officials: manager, three accountants, a cashier, three clerks, levy officer and a secretary. Local and rural development department has the following officials: manager, secretary, tourism and rural development officers whereas the technical department has the secretary, assistant technical manager and water care unit manager (BPDM, 2002).

The Moses Kotane Local Municipality (MKLM), where Moruleng is located, is divided into thirty wards. Members of its municipal council are the executive mayor, eight members of the mayoral committee who are managers of portfolio committees, the municipal manager, the speaker, thirty ward councillors and other 19 councillors who are serving within the portfolio committees. The executive mayor, speaker, municipal manager and the eight mayoral committee members constitute the executive committee.

Councillors who are chairpersons of wards and the executive mayor were elected through proportional representation while others were recommended by political parties depending on the number of seats their political parties have won. Currently seats in the Moses Kotane Local Municipal Council are distributed as follows 50 ANC and ten UCDP.

While the municipal executive mayor monitors service delivery, administration, general progress, identifies people's needs, recommends strategies and programmes and gives annual reports, the municipal manager heads the administration and also serves as an accounting officer for the municipality. The speaker on the other hand ensures compliance in the council and council committees with the code of conduct set out in Schedule 5 of the Municipal

Structures Act No. 117 of 1998 and that meetings are conducted in accordance with rules and orders of the council. The following portfolios are headed by mayoral committee members: community safety, emergency service, rural development, human resource and administration, finance, sports and recreation, basic services, housing and planning development.

3.2.3 Functions and powers of the ward committee

As indicated in the preceding discussions the MKLM is divided into 30 wards of which Moruleng is one of them. A councillor who represents this ward (ward number 10) at the MKLM is the chairperson of the ward committee, which is constituted by ten people who were elected by local people as provided for by the Municipal Structures Act no 117 of 1998. The ward councillor sees to the election of the committee, which looks into local governance and development issues in the ward but the committee does not have a budget. As the chairperson of the ward and its committee, the ward councillor serves as the linkage between the municipal council and the community because it is through him or her that the concerns and interests of the latter are registered with the municipal council. Among others the study was intended to establish whether the linkage is effective or not.

The introduction of ward committees is an important innovation in the effort to democratise and enhance local development by encouraging participatory democracy in the provision of local government services. The establishment of this committee is vital to popular participation in the sense that it is a forum at which local people have the opportunity and the constitutional right to take part in their own governance and development and thus give direction to these two aspects. The ward committee engages local citizens in governance through ordinary community meetings held once a month and special meetings that are held whenever there is a need, which is determined by the ward committee and the ward councillor in consultation with the community or vice versa. The ward

committee, in collaboration, with the community identifies and prioritise the needs of the community, which are then communicated to the Moses Kotane Local Municipal Council by the ward councillor. In an instance where the municipal council is unable to assist the ward residents the local municipal council representative in the district forwards the concern to the district council.

The ward committee serves as a liaison office between the community and the Moses Kotane Local Municipal Council because issues that need to be communicated to the local people are referred to it through the ward committee. It is therefore the responsibility of the ward committee members, as an extended arm of the Moses Kotane Local Municipal Council, to arrange for the community whenever there is a ward meeting or any issue that requires their attention. Since the ward committees were established to promote popular participation, the ward committee members had been advertising meetings as much as possible and talking to people about the significance of participating in community meetings.

The committee uses the community radio station, notice boards in public places such as: clinic, hospital, taxi rank and tribal hall and school children to disseminate information about the meetings. Interviews held with the ward councillor revealed that with regard to the upgrading of toilets and construction of a community hall projects, the ward committee members were tasked with distributing the information that labourers were needed for those projects but they did not process the applications. The matter was then left in the hands of the local municipal council. The ward committee members are remunerated at a rate of R70.00 per day. What that means is that they are only paid for the job they perform.

In an attempt to decentralise decision-making and thus promote popular participation, ward Ten (Moruleng) committee has been divided into the following sub-committees: policing forum, traditional affairs, water and electricity, telecommunication, public infrastructure, health, social service, gender; disability

and youth desk, education, sports, arts and culture. The ward committee, together with its sub-committees, act as an advisory body to council, based on the needs and concerns of the people pertaining to the above divisions, through the ward councillor. The ward councillor co-ordinates the activities of all the sub-committees and ensures that progress reports are given to both the council and the community and that the resolutions are implemented within the stipulated time frames (MKLM, 2002).

The policing forum, which has the right to arrest people, has been addressing crime related matters and refers critical ones, that is, the ones they cannot solve to the Mogwase police station. According to their records they are attending to approximately three cases per week. The forum reports to both the ward committee and the local police station. More than 50% of the community participants indicated that they support the forum because since its inception minor problems between locals were being resolved locally. The forum further acts as a mediator between individuals or groups that are at loggerheads.

The water and electricity sub-committee is charged with the responsibility to collect applications for installation of water and electricity, report the water and electricity cuts to the community in advance and address any related problems on behalf of the community with the local municipal council through the ward councillor. The ward water and electricity sub-committee does not have the right to cut, install or process any payments for the services. The service provider does it himself. Similarly, the telecommunication sub-committee processes people's applications for telephones installation and assist those with problems but if they cannot, the council takes the matter up with the service provider (MKLM, 2002).

The public infrastructure committee's responsibility is to report the lights that are not functioning, portholes and public buildings that must be repaired. These include schools, clinic and the hospital. The committee reports to the local public

works office through the ward councillor. The sports, arts and culture committee organises sporting and cultural activities in the ward and establishes cultural relations with other local and international groups. According to the chairpersons of these sub-committees the problem they were faced with was slow progress in the installation of electricity, water and telephones by the service providers (Interviews, October 2003). The service provider, on the other hand, believes the problem results from council's poor administration and management. The research findings show that there is a problem of failing to take responsibility by the leadership of Moruleng village.

The mandate of the education sub-committee, which is constituted by two representatives from each of the five schools, is to address problems that cannot be solved by school governing bodies and make recommendations to the affected school governing body. This sub-committee cannot suspend, expel nor take any action against anyone. Its powers are limited to being an advisor but if there is a need it can refer matters to the local municipality through the ward councillor.

The health subcommittee and gender; disability and youth desk function as one unit that focuses mainly on primary health and home-care based service, HIV and AIDS, tuberculosis (TB) and cancer awareness programmes and training the physically challenged, women and youth on skills such as writing, reading, business administration and management, pottery and knitting. Since this unit does not have any funds, it survives through the help of volunteers and grants from the provincial government accessed through the local municipality.

Observation by the researcher revealed that the community is participating in the awareness programmes in large numbers and regularly. The effectiveness of the programmes can be realised in the increase number of the TB out patients who complete their treatment out of hospital. According to the chairperson of the

health ward sub-committee the number has increased from six out of ten to nine out of ten since 2000 when the programme was implemented.

Apart from the ward sub-committees there is a community development committee within the Traditional Authority cluster, which oversees life improvement projects in the entire Bakgatla villages of which Moruleng village is one. Basically, the committee access funds from the local mining companies (Swartklip Platinum and Amandebult) and Sun City Hotel in the form of royalties to fund projects. Document review revealed that to this end, the money has been used to upgrade the Traditional Authority's office, maintain and run it and lastly to establish a museum in Moruleng village. In addition, the committee is concerned with skills development among the youth particularly in mining, information technology and science. In this regard, the committee solicits funding for students from the Traditional Authority's coffers and private donor. So far, the committee has helped 12 students of which five are still in training. These students are required to pay a minimum of 5% of their salaries, as soon as they are employed, towards the fund so that others can also benefit from the system.

The point that Traditional Authority's council is not yet actively engaged in local governance is proof enough that the Traditional Authority's development committee functions parallel to the ward committee and its sub-committees. Although both committees are said to be aimed at the development of Moruleng village, their functions are not unified and coordinated from one angle hence the belief among the respondents that this procedure is likely to waste development resources because it is characterised by duplication and competition. Absence of co-operation between the two demonstrates loopholes in the decentralisation process of local governance in South Africa.

3.2.4 Functions and powers of the district municipal council

Although local municipalities are independent local government structures, the BPDM ensures proper governance, good administration and facilitates provision of basic needs, land allocation and use in the whole district.

According to the *Municipal Structures Act (DLG, 1998a: 58)* and as mandated by the *Constitution of RSA (DCPA, 1996: 65)* a district municipality must strive for an integrated, sustainable and equitable social and economic development of its area including the local municipalities that are within its borders. As a consequence the Bojanala Platinum District Municipal Council founded and implemented the integrated development strategy framework for the whole district and has currently adopted the final IDP upon which the development of the whole district will be based. The integrated development planning started with the district municipal council consulting with the local municipalities and making an assessment of the existing level of development in the entire district. The IDP process took a long time due to insufficient technical information, especially of the newly established local municipalities. In addition, the local municipalities prepared localised strategic guidelines that guided the district programmes (BPDM, 2002).

The local municipal council held road shows and meetings with local communities at which the latter were allowed to identify and prioritise their needs. However, where communities were unable to carry out the above-mentioned functions, for reasons such as lack of information, the community liaison officer always assisted. The needs of the communities included: water, electricity, refuse removal, sanitation, telecommunication, roads, employment opportunities, clinics, schools, community halls and community libraries.

In the process of establishing the IDP, projects were developed on the basis of the needs of the district and the finance committee was requested to make

budgets for them. Not all the projects were budgeted for in the term 2000 to 2004. Some were left for the 2004 new municipal council because of budget constraints. Projects that were budgeted for in Moruleng were electricity, water, indigenous crops community garden and roads. Since the *Constitution of RSA (DCPA, 1996)* and *White Paper on Local Government (1998b, 106)* ensure district and local municipalities assistance from both the provincial and national spheres of government, the district council consulted the provincial and national governments regarding their respective development programmes in the district and were therefore included in the IDP. After thorough scrutiny of the three IDP drafts by consultants, local municipalities and the constituencies of the Bojanala Platinum District Municipality approved the IDP. With regard to implementation, each municipality has to carry the responsibility of the delivery of all the projects and consult with service providers, business companies, communities, civic organisations and the Traditional Authority in a case of a rural area concerning planning, implementation and evaluation of the concerned projects.

As required by *White Paper on Local Government (1998b: 70)* the Bojanala Platinum District Municipal Council provides its local municipalities with technical, human resource and administrative capacity because the latter are incapacitated especially Moses Kotane and Moretele Local Municipalities. The district council has so far organised three workshops for retooling the local municipalities' administrative staff. Even though the district municipal council has assisted the MKLM with the establishment of the IDP and retooling the administrative staff, MKLM's objectives cannot be reached sooner because of lack of physical and human resource especially in the specialised fields. There is also a very critical issue of lack of transport. As a result reaching the community is a difficult exercise for the councillors and this impedes communication between the community and the councillor. Office space and equipment needed for the administration of the municipal affairs are also a concern among councillors but there is a regional office that was built by the former Rustenburg District Municipal Council, which is not fully utilised.

In terms of human resources, the councillors lack theoretical background of their constitutional mandate, management, organisational and administrative skills. Since this study was also intended to investigate whether councillors are efficient or not, interviews with the community participants revealed that councillors do not meet deadlines and do not avail themselves for council activities without notification. Therefore this matter can be concluded by saying that had the district municipal council been effective in the co-ordination of development activities and assisting the local municipality to reach its IDP objectives, this flaw could have long been identified and addressed.

Since local governance is about a set of institutions working together in flexible and non-hierarchical alliances with the aim of bringing about social, economic and political prosperity in a society, the district municipal council has formed partnerships with public, non-governmental and business organisations to achieve progress in development. The council has also facilitated the establishment of partnerships between local municipalities and companies such as Amplats, Anglo American and Sun International because of their interest in social responsibility they have illustrated (MKLM, 2002).

Having realised that the district has potential of increasing its economic growth that is currently at 3, 1%; the council guides and promotes the process of local economic development in the district. The purpose was to address shortage of job opportunities and revitalise the economy in general. The council, with the assistance of the provincial tourism board, is promoting tourism in the province by advertising and selling tourism and heritage icons locally and internationally with the intention of growing the local economy (BPDM, 2002).

As part of implementing its IDP, the district municipal council offers financial assistance to small game farmers, particularly in the Northern region, to link their farms with Pilanesburg in order to establish an eco-tourism belt for divergent types of leisure and entertainment. The exercise is the council's initiative, which

implies a top-down approach to the development of the area. Apart from financial assistance that it gets from the provincial government and other stakeholders, the council raises money through levy that it gets for service provision. The levy is used for development of infrastructure in the district. Out of each and every 100 cents that the council gets from the businesses in town, 60 cents is allocated to the infrastructure in the district (BPDM, 2002).

As allowed by the *White Paper on Local Government (DLG, 1998a: 98)* the district municipality has engaged Magalies; Crocodile; Roodeplaat; Vaalkop; Hartebeespoort, Local Surface, Leeukraal and Rand Water suppliers to provide the communities with water. Eskom and Telkom were also given contracts to provide the community with electricity and telecommunication system services respectively on behalf of the local municipal council. The purpose is to ensure efficient service delivery.

3.2.5 Co-operative governance in the Bojanala Platinum District Municipality

With the system of co-operative governance, the South African government seeks to establish new ways in which the institutions and structures of governance at all levels can co-operate with one another in mutual trust and good faith. This is achieved by fostering friendly relations, assisting and supporting one another, informing one another of and consulting one another on matters of common interest, co-ordinating their actions and legislation with one another, adhering to agreed procedures and thus avoiding legal proceedings and costly duplications (DLG, 1998b). In addition, Section 154 of the *Constitution Act No. 108 (DCPA, 1996:82)* states that, "national and provincial governments, by legislative and other measures, must support and strengthen the capacity and structures of municipalities to manage their own affairs, to exercise their powers and to perform their functions".

The municipal council and the Departments of Public Works, Social Development, Safety and Liaison, Sports; Arts and Culture, Agriculture; Conservation and Tourism, Finance and Economic Development, Education, Health and Home Affairs have to some degree illustrated adherence to co-operative governance.

Lack of capacity from the MKLM to upgrade two school's toilets and classrooms as requested by the Moruleng community resulted in an alliance and collaboration formed among the community, school governing bodies, local municipal council and the Departments of Public Works and Education to seek solutions to the identified problem of dilapidated school buildings. Consequently, all the above-mentioned organs of civil society undertook a collective action, characterised by consultation and transparency, to renovate the toilets and classrooms so as to make learning and teaching a success in the area. In addition, the Department of Public Works has in response to the community's request tarred the local road that connects Moruleng village with its neighbouring villages, which has made travelling for domestic and business matters easy. Both the ward councillor and the opposition party official concurred that all the stakeholders were involved in the projects from the planning up to implementation stages (MKLM, 2002).

Co-operative governance requires local governance structures to foster friendly relations, assist and support one another. It is within this premise that the Moses Kotane Local Municipal Council sought assistance for marketing problems experienced by the local service providers through the Department of Finance and Economic Development, tourism board in particular. Both the tourism board and the MKLM have in consultation with the service providers found marketing agents for the tourism service providers' products. Specific focus has been on accommodation, safaris and transport service providers (Tourism Board, 2003).

Having realised that there are people who do not have Identity Documents, the council has requested Department of Home Affairs to provide Identity Documents to members of the community at the tribal office. The rationale behind this endeavour is to relieve the residents from transport expenses that they would incur if they had to travel to Mogwase to access the department. The process benefits the department, Tribal Authority, local municipality and the community in the sense that the department is able to reach many people in a short space of time and a sense of trustworthiness is created between the community and the councillors. In addition, Department of Social development and the local people are benefiting from the same exercise because local people are able to access their social grants based on their different needs and it automatically becomes easy for the department to deliver. Currently the department is giving 710 old age pensions, 320-child support and 20 disability grants. However, there is a backlog of 50 old age pensions, 45-child support and 11 disability grants that result from identity document related problems. Even though the approach was top-down, it still qualifies to be an act of co-operative governance because various parties joined hands in ensuring provision of the service to the community.

Although the Traditional Authority's council indicated that it is not fully engaged in local governance, it has following the request by local farmers' union facilitated the establishment of a forum where the local municipal council, the South African Development Fund, the Department of Land Affairs, the farmers' union mutually sought and found land where the farmers' union could practice livestock farming. The process, which was started by local farmers included meetings and consultation among all participants. Co-operation among all these structures benefited the process of Local Economic Development (LED) because 995.4 hectors of land was acquired through funding from the South African Development Fund for the emerging local farmers. The land is specifically used for livestock farming and accommodates about 300 animals. Based on the requirements of the Department of Agriculture, Conservation and Tourism of ten cattle per hector the land is too little because it was only supposed to

accommodate, at the most 100 animals. However, the same forum is still seeking some more land. The project is contributing to economic development in the sense that the farmers are able to sell their livestock to local businesses and to individuals for domestic use. There are also ten permanent employees on the farm, which is a boost to their families and a contribution to the reduction of unemployment that is currently at 46% (Statistics South Africa, 2001).

The inter-governmental relations demonstrated in the foregoing discussions, show how well the district council is integrating the community and the state. However the district councillors raised problems such as failure to meet dead lines by the government departments, which has negative impact on service delivery, which the council must account for. In addition it is evident that the relationship among the democratically elected councillors, government departments and the Traditional Authorities still need some improvement.

Chapter four

Perceptions on the role of local governance in rural development

4.1 Introduction

The preceding chapter has revealed that local government has been transformed through the Constitution Act No. 108 of 1996, White Paper on Local Government of 1998, Local Government Transition Act No. 209 of 1993, Local Government Transition first amendment Act No. 2 of 1995, Local Government Transition second amendment Act No. 97 of 1996, Demarcation Act No. 27 of 1998, Municipal Structures Act No. 117 of 1998, Development Facilitation Act No. 27 of 1995 and Municipal Systems Act No. 32 of 2000 to enable it to address development backlogs in both urban and rural areas. The purpose of this transformation process is to create strong, developmental and responsive local governance structures. This chapter, therefore, presents data obtained from the study area in three ways tables, figures and explanations. The aim was to establish and examine perceptions of various stakeholders on the role of local governance in the development of Moruleng village.

4.2 Bio-data of all the participants

4.2.1 Bio-data of the community participants

4.2.1.1 Age of the participants

Table 4.1 Distribution of community participants by age

Age	No. of participants	Percentage
18-30	130	43.3
31-46	122	40.7
47-65	40	13.3
65 +	8	2.7
Total	300	100

The above Table shows that the majority of the respondents in this study were between the ages of 18 and 30 years (43, 3%) and 31 and 46 years (40, 7%). Participants in the older category were 2, 7% while those who were between the ages of 47 and 65 were 13,3%. The age of the respondents play a significant role in determining their perception and thinking regarding the role of local governance in rural development. As community participants were volunteers, it can be concluded that most of the young people who were vibrant and functional were much more interested in development issues in the area of study while those who were in their old age and had interest in such matters were very few (2.7%).

4.2.1.2 Gender of the participants

Table 4.2 Distribution of community participants by gender

Gender	Number of participants	Percentage
Female	159	53
Male	141	47
Total	300	100

Table 4.2 reflects that the majority of the respondents were women (53%) while males constituted 47% of the total number of the participants. These figures correspond with the 2001 population census, which indicated a high ratio of females (53%) compared to males (47%) in the area of study. The figures have a very significant impact upon the involvement of women in the decision-making processes of the community

4.2.1.3 Employment data of the participants

Table 4.3 Distribution of community participants by employment

Employment	Number of participants	Percentage
Employed	145	48.3
Unemployed	155	51.7
Total	300	100

Table 4.3 shows that a higher proportion (51, 7%) of the community participants were unemployed while those who were employed constituted 48, 3% of the total number of the community participants. The status of or level of employment has to a large extent an influence in participants' perceptions on the role of local governance in rural development. People's involvement in development issues is largely influenced by their employment status. The rate of unemployment (51,7%) that is higher than the employment rate (48,3%) determines how the participants view the actions taken by the local authorities towards ensuring that the living

conditions of the rural dwellers are improved through employment, as it is one of the determinants of a better life.

4.2.1.4 Educational qualifications of the participants

Table 4.4 Distribution of community participants by education

Educational data	Number of participants	Percentage
No formal education	45	15
Grade 1 – Grade 12	160	53.3
Post -matric qualification	70	23.3
Post-graduate qualification	25	6.7
Total	300	100

The information in Table 4.4 show that 15% of the respondents had no formal education whereas 6, 7% had post-graduate qualifications. While more than half (53%) of the community participants had acquired the level of education between grade 1 and grade 12, 23% had post-matric qualifications. The degree of respondents' participation in development activities is closely related to their educational level. People's level of education tends to create a need among them of aspiring to seeing their lives and those of their fellows improving. Therefore data in Table 4.4 indicates that the majority of the participants who had formal education were more than those who did not get access to education. The situation implies that the aspiration to ensure that people's lives were improved was prevalent.

4.2.2 Bio-data of the Moses Kotane Local Municipality's councillors

4.2.2.1 Age of the participants

Table 4.5 Distribution of participants by age

Age	Number of participants	Percentage
25-36	8	13.3
47-65	47	78.4
65 +	5	8.3
Total	60	100

The age profile of the participants presented in Table 4.5 shows that 78,4% of the participants were middle aged (47-65 years) while youth constituted 13,3% and the elderly made up 8,3% of the municipal council. All the councillors participated in the study. The data indicates that the council was made up of young and vibrant people who still had the energy to drive the development processes forward with the assistance of the few elderly people.

4.2.2.2 Gender of the participants

Table 4.6 Distribution of participants by gender

Gender	Number of participants	Percentage
Males	40	66,7
Females	20	33,3
Total	60	100

Table 4.6 shows that males compared to women were dominant in the council. While males constituted 66, 7% females made up 33, 3%. These figures suggested that the council was male dominated. Although Statistics South Africa (2001, 1) revealed that there were more females in Moruleng village than males, the manner in which the council was constituted indicated a different scenario.

4.2.2.3 Educational qualifications of the participants

Table 4.7 Distribution of participants by education

Educational data	Number of participants	Percentage
No formal education	5	8.3
Grade 1 – 12	45	75
Post-matric qualification	10	16.7
Post-graduate qualification	0	0
Total	60	100

Table 4.7 shows that 8, 3 % of the participants did not have any form of formal education while 75% had from primary up to high school education. Those who had post matriculation (grade 12) were only 16, 7%. This indicates that the councillors had inadequate formal training.

4.2.2.4 Employment data of the participants

Table 4.8 Distribution of the participants by employment

Employment data	Number of the participants	Percentage
Employed	25	41,6
Unemployed	35	58,4
Total	60	100

The employment data presented in Table 4.8 shows that 58, 4% of the participants were unemployed whereas 41,6% was employed. The employment status of the councillors was very significant in this study, because it gave information about commitment and availability of councillors for the community they are serving. These figures imply that those councillors who focused on their council responsibilities and therefore relied on one source of income were fewer, whereas those whose attention was divided between two employers were in the

majority. The circumstances obviously had an impact upon the council's functioning.

4.2.3 Bio-data of the Bakgatla Traditional Authority's executive councillors

4.2.3.1 Age of the participants

Table 4.9 Distribution of participants by age

Age	Number of participants	Percentage
45 – 50	2	40
50 – 55	2	40
55 +	1	20
Total	5	100

The age profile of the participants presented in Table 4.9 shows that 40% of the Traditional Authority's executive councillors were aged between 45 and 50 years and the same percentage was aged between 50 and 55 years. It was only 20% that was 55 years old and above. These figures indicate that people who were still in their middle ages, which could boost the council because these people were still young and energetic, were in the majority.

4.2.3.2 Gender of the participants

Table 4.10 Distribution of participants by gender

Gender	Number of participants	Percentage
Female	1	20
Male	4	80
Total	5	100

The information in Table 4.10 shows that females constituted 20% of the total number of the participants while males made up 80%. Table 4.10 demonstrates gender sensitivity among the community of Moruleng village and its Traditional Authority because at least females constitute 20% of the council. This 20% representation of women in the executive council demonstrates an involvement of women in the affairs of the community particularly from the side of Traditional Authority, which had been known to be male oriented in South Africa and most of the African countries.

4.2.3.3 Educational qualifications of the participants

Table 4.11 Distribution of participants by education

Educational data	Number of participants	Percentage
No formal education	0	0
Grade 1 - 12	3	60
Post-matric qualification	2	40
Post-graduate	0	0
Total	5	100

Table 4.11 shows that the majority (60%) of the participants in the Traditional Authority's council had between primary and secondary education while only 40% of them had a post-graduate qualification. Although the type of training that the council had was not relevant to their current duties and

responsibilities, they had at least acquired some formal education that can guide them and influence the development decisions they have to take.

4.2.4 Bio-data of the Moruleng village ward traditional leaders

4.2.4.1 Age of the participants

Table 4.12 Distribution of participants by age

Age	Number of participants	Percentage
45-50	2	50
50-55	1	25
55+	1	25
Total	4	100

Table 4. 12 shows that 50% of the Moruleng ward traditional leaders were between the ages of 45 and 50 years while those who were aged between 50 –55 and 55+ years constituted 25% each. This implies that most of them were still in their economic active years and therefore they could still be having the energy to deal with community development.

4.2.4.2 Gender of the participants

Table 4.13 Distribution of participants by gender

Gender	Number of participants	Percentage
Male	4	100
Female	0	0
Total	4	100

The above Table shows that all the participants were males. It has to be borne in my mind that a sample was not selected from this group rather all the Moruleng ward traditional leaders participated in the study.

4.2.4.3 Educational qualifications of the participants

Table 4.14 Distribution of participants by education

Educational data	Number of participants	Percentage
No formal education	3	75
Grade1-12	1	25
Post-matric qualification	0	0
Post-graduate qualification	0	0
Total	4	100

Table 4.14 shows that 25% of the participants had grade 1 up to grade 12 education while 75% had no formal education. Education plays a major role in the leadership system and style of any institution. It may therefore be argued that the education level of the ward traditional leaders had a bearing on the level of development of the village. The situation is indeed a challenge to both the community and the Traditional Authority as theoretical background of development is required for development planning and management.

4.2.4.4 Employment data of the participants

Table 4.15 Distribution of participants by employment

Employment status	Number of participants	Percentage
Employed	1	25
Unemployed	3	75
Total	4	100

According to the data displayed on Table 4.12 75% of the ward traditional leaders were unemployed while 25% was employed. The implication is that the unemployed relied entirely upon the money they receive from the Traditional Authority as their source of income.

4.2.5 Bio-data of party officials

4.2.5.1 Age of the participants (ANC officials)

Table 4.16 Distribution of participants by age

Age	Number of participants	Percentage
35-40	0	0
40-45	4	80
45-50	1	20
Total	5	100

Table 4.16 shows that most of the participants were aged between 40 and 45 years (80%) while those who were between the ages of 45 and 50 years made up only 20%. None of the participants were above the age of 50.

4.2.5.2 Gender of the participants

Table 4.17 Distribution of participants by gender

Gender	Number of participants	Percentage
Female	2	40
Male	3	60
Total	5	100

The gender profile presented in Table 4.17 of the ANC officials shows that there were more males (60%) in the council compared to females (40%). This indicates that women were in did part of decision making in the Moses Kotane Local Municipal Council.

4.2.5.3 Educational qualifications of the participants

Table 4.18 Distribution of the participants by education

Educational data	Number of participants	Percentage
No formal education	0	0
Grade 1 – 12	4	80
Post-matric qualification	1	20
Post-graduate	0	0
Total	5	100

Table 4.18 shows that while 80% of the ANC officials had primary or high school education 20% had post-matric qualifications. This indicates that the majority of the participants had not received intense training. However that gap can be closed or narrowed through training and empowerment programmes offered by the Department of Developmental Local Government and Housing.

4.2.5.4 Employment data of the participants

Table 4.19 Distribution of participants by employment

Employment Status	Number of participants	Percentage
Employed	3	60
Unemployed	2	40
Total	5	100

According to Table 4.19 60% of the ANC officials were employed whereas only 40% was without jobs. The data in this Table gave a picture that was within the range of the provincial employment status.

4.2.5.5 Age of the participants (UCDP officials)

Table 4.20 Distribution of participants by age

Age	Number of participants	Percentage
45-50	2	40
50-55	3	60
55 +	0	0
Total	5	100

Table 4.20 indicates that the majority of the participants were between the ages of 50 and 55 years while 40% of them were between 45 and 50 years. Just like the ANC, the UCDP constituency seemed to have elected young and middle-aged people into office to guide their struggle towards development.

4.2.5.6 Gender of the participants

Table 4.21 Distribution of participant by gender

Gender	Number of participants	Percentage
Male	4	80
Female	1	20
Total	5	100

Information in Table 4.21 reflects that 80% of the participants were males whereas females constituted only 20%. The UCDP sample indicates that although women were not represented in large numbers in its executive committee there is however some indications of women participation in the development affairs of the party.

4.2.5.7 Educational qualifications of the participants

Table 4.22 Distribution of participants by education

Educational data	Number of participants	Percentage
No formal education	0	0
Grade 1-12	1	10
Post-matric qualification	3	80
Post-graduate	1	10
Total	5	100

The educational data presented in the above Table shows that about 10% of the participants had primary to high school education while 80% and 10% had post-matric and post-graduate qualifications respectively. The fact that UCDP officials acquired formal education suggests that their perception about participation in development issues may be influenced by the information they had.

4.2.5.8 Employment data of the participants

Table 4.23 Distribution of participants by employment

Employment Status	Number of participants	Percentage
Employed	4	80
Unemployed	1	20
Total	5	100

Table 4.23 shows that while 80% of the participants were employed 20% was unemployed. The level of unemployment among the UCDP officials is low. Their employment status may influence the way in which they perceived the role of local governance in rural development.

4.2.6 Bio-data of the administrative officials

Four administrative officials per council were interviewed from the Bojanala Platinum District Municipal Council and Moses Kotane Local Municipal Council to further clarify the role of the council in rural development.

4.2.6.1 Gender of the participants

Table 4.24 Distribution of the participants by gender

Gender	Number of participants	Percentage
Male	3	37,5
Female	5	62,5
Total	8	100

Table 4.24 shows that the majority of the participants were female (62, 5%) while males were 37, 5%. This implies that there were still more females in the administrative field compared to males therefore it can be safely concluded that jobs in this field in the South African municipal councils were still reserved for women.

4.2.6.2 Educational qualifications of the participants

Table 4.25 Distribution of participants by qualifications

Educational data	Number of participants	Percentage
Grade 1- 12	0	0
Post-matric qualification	6	75
Post-graduate qualification	2	25
Total	8	100

The educational data provided in Table 4.25 shows that 75% of the participants in the municipal councils had post-matric qualifications whereas 25% had post-

graduate qualifications. Educational qualifications play an important part in terms of production or service delivery, as councillors are able to use their knowledge to assess their performance and see how they can address their weaknesses and leverage on their strong points. This can only take place if they have a theoretical background of their field. It was established during the interviews that 60% of the respondents were qualified for the positions they held and the types of jobs they were doing whereas the remaining 40% did not. Therefore, the council addressed the problem by organising them hands-on training to augment the experience that those employees had. Thus it can be concluded that the officials were knowledgeable and enlightened in field of the jobs they were performing whereas the remaining 40% did not. They are therefore, likely to understand and carry out their responsibilities much better because of the capacity that they had.

4.2.6.3 Employment designation of the participants

Table 4.26 Distribution of participants by employment designation

Department or designation	Number of participants	Percentage
Finance	1	12,5
Administration	2	25
Community service	2	25
Technical service	2	25
Municipal manager	1	12,5
Total	8	100

According to Table 4.26 the participants from the administration, community and technical services constituted 25% respectively while finance and municipal manager made up 12,5 each.

4.2.7 Bio-data of the provincial departments' officials

As provided for by the *White Paper on Local Government (1998b, 42)* and the *Constitution Act No. 108 (DCPA, 1996)* both the provincial and national spheres of government are required to assist local municipalities where necessary with regard to physical and human resources. Therefore the officials from provincial departments' service points located in the MKLM and Department of Developmental Local Government and Housing units at the provincial level were interviewed to find out if the national and provincial spheres of government were supporting and strengthening the capacity of the Bojanala Platinum Municipal Council and the Moses Kotane Local Municipal Council to manage their own affairs. An official per service point from the Departments of Education, Health, Home Affairs, Safety and Liaison, Public Works, Agriculture, Conservation and Tourism, Sports Arts and Culture were interviewed. Community participation and administration, capacity building, municipal finance, IDP and LED officials were also interviewed.

4.2.7.1 Gender of the participants

Table 4.27 Distribution of participants by gender

Gender	Number of participants	Percentage
Male	8	66.6
Female	4	33.4
Total	12	100

It is very significant to note that 66,6% of the participants employed in the provincial government section were male while females made up 33, 4% as presented in Table 4.27. Information in this table presents a scenario which is totally different scenario from the municipal councillor's employment profile presented in Table 4.24. The implication is that since these are managerial designations males were much more preferred compared to females.

4.2.7.2 Educational qualifications of the participants

Table 4.28 Distribution of participants by education

Educational qualification	Number of participants	Percentage
No formal education	0	0
Grade 1 – 12	2	16.8
Post-matric qualification	5	41.6
Post-graduate qualification	5	41.6
Total	12	100

The qualification data presented in Table 4.28 shows that 16,8% of the respondents had between grade 1 and 12 education whereas those who had post-matric and post-graduate constituted 41,6% each. Education in this regard influences the desire among these respondents to see the communities they are serving rising up to the standards of developed local and international communities. People who are able to make a comparative study that is based on scientifically proven evidence are the ones who can take up this challenge.

4.2.7.3 Employment designation of the participants

Table 4.29 Distribution of participants by employment

Department or unit	Number of participants	Percentage
Community Participation and Admin	1	8.3
Capacity building	1	8.3
Education	1	8.3
Health	1	8.3
Home affairs	1	8.3
Integrated Development Plan	1	8.3
Local Economic Development	1	8.3
Municipal Finance	1	8.3
Safety and Liaison	1	8.3
Public Works	1	8.3
Social Development	1	8.3
Agriculture, Conservation and Tourism	1	8.3
Total	12	100

Table 4.29 gives information about participants from various government departments and units within the Department of Developmental Local Government that had been established as support services to the municipalities. The participants from the community participation, capacity building, municipal finance, local economic development, integrated development plan and municipal finance each constituted 10% of the participants. The participants from the following government departments also constituted 10% of the respondents:

Education, Health, Public Works, Agriculture, Conservation and Tourism, Home Affairs and Safety and Liaison.

4.3 Community participants' perceptions on the role of local governance on the development of Moruleng village

4.3.1 Knowledge of local governance structures

4.3.1.1 Community participant's' knowledge of rural local government and development structures in their area

All the community participants indicated that they knew of the existence of the local and district municipal councils and the ward committee as well the hierarchy thereof. In terms of representation the community participants knew that the ward councillor represented them at the MKLM but 25% of them had a clue about their representation at the district municipal council and how such people were elected. Regarding functions, while only 33, 3% of the community respondents knew specific functions of the district and local municipal councils, 66, 7 knew that the municipal council had to give them services such as water, electricity, telephones, low cost houses and sanitation but could not differentiate between the district and local municipal councils' responsibilities.

4.3.1.2 Community participants' knowledge about the structure and functions of the ward committee

Table 4.30 Structure of the ward committee

Response	Number of community participants	Percentage
Yes	150	50
No	150	50
Total	300	100

Table 4.30 shows that while 50% of the community participants had knowledge about the how the ward committee was structured, the other half (50%) had no idea. Even though all the community participants knew about the existence of the ward committee in their ward and that the ward councillor headed it, it was only 50% of them who had an idea of how the ward committee was constituted. However, out of a total of ten sub-committees the participants seemed familiar with only five: the policing forum, education, social services sports and culture, health, water and electricity. Of great interest is that 70% of the young community participants did not know that there was a youth desk within the ward committee. It was also observed during the interviews that people who seemed to be more knowledgeable about the ward committee and its activities were women (80%). All the community respondents indicated that apart from the ward committee there was also another development committee that functioned under the Traditional Authority called community development.

4.3.2 Community participation

4.3.2.1 Community participants' perceptions on community participation in the ward development activities

In order to establish whether the community was actively involved in the running of the affairs of their own ward or not various responses were recorded.

Table 4.31 Participants' involvement in local governance. When asked if they were participating in the governance of their area the community participants responded as follows:

Response	Number of participants	Percentage
Yes	99	33
No	201	67
Total	300	100

Data in Table 4.31 shows that 33% of the participants took part in development activities while 67% did not. The United Nations (2000: 2) and Stoker (1996: 2) argue that continuous participation by local citizens in their development activities is an integral part of local governance because it forms the basis for local democracy. In addition to that rural development activists such as Machooka (1984: 61) have put people participation at the centre of rural development and emphasised that it makes citizens feel that the decisions of the system, of which they are a part, are their own. However, as shown in Table 4.31 more than half (67%) of the community participants indicated that they themselves were not actively involved in the running of the affairs of the ward because the ward councillor together with the local municipal council did not fulfil the promises they made during the election campaigning period. Special reference was made to failure to provide the free 6Kl of water promised to the residents by the councillors during the election campaigning period.

According to the ward councillor and the ANC party official lack of infrastructure and unavailability of the indigent data were caused the delay and plans were in process to render such a service. On the contrary the UCDP officials stated that failure to provide the service resulted from inefficiency of the local municipality and failure by the district council to co-ordinate facilitate and ensure that the local municipal council delivers services as required by law.

4.3.2.2 Perceptions of the community participants towards community meetings

Table 4.32 Support for ward community meetings

Response	Number of participants	Percentage
Attend regularly	30	30
Never attend	60	60
Often attend	10	10
Total	100	100

Table 4.32 shows that while 30% of the community participants attended ward community meetings, 60% never attended. On the other side, 10% of the community respondents often attended such meetings. Participation and local governance experts (Khanya: 2002, Goodwin: 1998 and Rahman: 1997) view community meetings as an essential part of local governance because it is an instrument that the community can easily use to participate in development decision making. The community and the ward councillor held ordinary meetings at least once a month while special and emergency ones were held when deemed necessary either by the community or the ward committee.

The community participants and party officials all agreed that mostly people who attended the ward meetings were members of the ANC or those who knew that their interests were going to be addressed in the agenda. Those who were members of the ANC believed they had to attend ward meetings as a gesture of

support to their fellow colleague (a member of the ANC who was the ward councillor). Community participants argued that they did not benefit from attending ward meetings as no improvements were done in the area. They insisted that development infrastructures available in the area were the ones that were provided by the former Bophuthatswana government.

Community participants indicated that they used to attend meetings where they raised their concerns so they had decided not to attend them anymore, as they do not give meaning and substance to their process of development. According to Chikulo (2001: 24) "the introduction of ward committees is an important innovation in the effort to enhance participatory local governance, an important component of new public administration". Therefore, the community must view ward meetings as one instrument that they can use to communicate with the local municipal council so as to access the benefits of development.

However, it must be indicated that the community attended the tribal meetings in larger numbers compared to the meetings called by the ward councillor. Evidence to prove the statement is that at the January 2004 tribal special meeting there were about 1500 people aged between eighteen and seventy whereas only two hundred people attended the ward meeting that preceded it called by the ward councillor (February 2004). The researcher attended those two meetings on observer status.

4.3.2.3 Perceptions of the ward councillor and party officials on people participation in development activities

When asked about community participation in development-oriented activities, the ward councillor, ANC and the UCDP officials' responses corresponded with that of the community participants. The three indicated that less than a quarter of the community was actively engaged in ward community development activities. However, their interpretation and perceptions about the situation differed. While

the UCDP officials stated that this minimal participation resulted from absence of delivery on the side of the council, the ANC officials argued that the community was intolerant and failing to give the council chance as it still had other villages to serve.

The ANC officials further stated that although they were concerned about poor participation, they believed participation by few people was better than complete lack of participation. However, the implication according to the officials and the councillor was that minimal and non-participation by the community had a negative impact on the drive to get assistance from development agents. Hence they believed that there was a need for educating people about the significance of community participation in rural development and governance in general. The United Nations (2000: 32) stated that for people's lives to be improved they must initiate projects themselves, it is then that their efforts can be complimented by those of the government so that their real needs can be addressed.

Jeppe (1982: 8) believes that the initiative by the underdeveloped community to take a leading role in their own development is significant because it encourages the more developed societies or advanced institutions to support them. Community participation in governance is a defining feature of the new system of government, local governance, which the rural areas became part of in the new dispensation and as a result rural people therefore are required by law to participate in development projects.

In his response to the questions of how the council viewed non-participation on development issues by the community and what measures has the council implemented to promote people participation, the municipal manager stated that he did not view poor participation as a problem because the community was not yet used to the idea of decentralised decision-making. In his opinion it would take the council sometime to mobilise the community towards participating in their own development.

The ward councillor recognises that true and sustainable development takes place only when the community equally and democratically share ideas and visions, as well as participate and take responsibilities together to steer and implement development activities. As a result the use of door-to-door campaigns to encourage, motivate and mobilise local citizens to take part in their own development activities was important. In addition the study of the BPDM (2002: 7) revealed that the council advertised municipal activities in local newspaper failing to realise that it is not everybody who can access newspapers.

Participation equates ownership, control and empowerment, broadens knowledge and promotes local democracy (Attwood, 2002). Poor participation by the Moruleng community therefore denied them the right to the benefits of participation. Three quarters of the community participants, who did not take part in the process of renovating the school toilets, construction of a road and building a community hall in the area, did not in any way want to associate themselves with the projects because they had never been a part of it. That is shown by the manner in which they talked about the projects. The community distances itself from the projects and further view them as the municipal council's and not theirs even though the projects were an initiative of the community.

Non-participation denied community participants an opportunity to use community development activities such as meetings to learn skills such as planning, evaluation and management. Proof of non-involvement by the community was realised through lack of knowledge among community respondents about the municipality's IDP, which must be informed and given guidance by people's needs (Refer to Table 4.30). However, the municipality's IDP indicates that out of a total of 12 000 only 2000 community members attended the 2002 February meeting during which the IDP was established. This implies that as time went on people started losing interest in the community meetings because the number had decreased dismally at the February and subsequent meetings (MKLM, 2002).

4.3.2.4 Perceptions of the government officials on people participation

Although Schedule 152 of the Constitution Act No. 108 of 1996 allows local communities to participate fully in the matters of local government, the community participation and administration unit official emphasised that community participation was still a problem in rural areas such as Moruleng village. The communities, especially young people, were no longer interested in development activities because of poor service delivery, unfulfilled promises and the high rate of youth unemployment (Statistics South Africa, 2001). The official emphasised that lack of knowledge about people participation and poor leadership skills among the councillors contributed to poor community participation.

In order to address leadership problems the Department of Developmental Local Government and Housing through its capacity building and community participation and administration units had since organised training for councillors as an intervention measure. To this end, local councillors had been trained on promotion of community participation, conflict resolution, leadership skills, interpretation of legislation and policy and effective service delivery. Whether the exercise will eventually benefit the community or not in a long run this is still to be found out because currently the situation has still not changed.

4.3.2.5 Perceptions of community respondents towards participation of organised community groups in local governance

According to Davies (2003: 48) "the relationship between local government and civil society has a critical impact on the potential for local government to promote development". Organised community groups or organs of civil society are instruments through which the community can participate in governance (Swanepoel, 2000). However, in rural areas municipalities face a complex challenge, as these are almost non-existent. This research project revealed that

there are two such groups in Moruleng village: the youth forum and the farmers union, which are a community initiative. It was evident from the interviews that those who were part of these groups or related to them found it easier to use them to communicate with the municipal council. It must be indicated that although the farmers union was the wing of the Traditional Authority it collaborates with the ward committee as well to some extent. While the youth forum focused mainly on youth development, career education and health awareness programmes, the farmers union was concerned with acquiring land for the emerging farmers and the development of farming in the area.

To this end, the farmers union has managed to acquire 995, 4 hectares of land for developing farmers, which currently houses plus minus 300 cattle. The land is currently utilised by 15 farmers. The total number of employees on those farms at the time of the study was ten. Therefore it can be concluded that there are about 25 families that are benefiting from the project. The community is also benefiting from the project, as they are able to buy cattle and milk from the farmers. In addition to that the Department of Agriculture, Conservation and Tourism has assisted half of those farmers to get loans of R15 000.00 each from the Land Bank. The purpose of this endeavour was to assist them with their farming activities. Generally this serves as a boost to the process of local economic development in the area. The project could also be viewed as empowerment of the rural people as they are acquiring skills through it. One of the challenges that the union is faced with is that it could not help as many people as it wished. Shortage of land is a major huddle for the union because it makes it difficult for it to increase the number of developing farmers in the area and therefore reduce the number of unemployed people.

The youth forum, on the other hand, had been conducting HIV/AIDS awareness programmes in local schools to raise awareness among youth and as such contribute to the reduction of the pandemic and its effects in the region. The

forum was however not functioning in isolation. It collaborated with the ward's health sub-committee, the local hospital and clinic in this endeavour.

With regard to career development, the forum and the ward's subcommittee of education had been conducting career guidance workshops to both high and secondary school children so that those children are able to follow the subject streams that are relevant to the careers they want to pursue in future. The exercise was done in collaboration with the local schools. The challenge that the forum was faced with was lack of funds to acquire necessary resources. The forum had therefore started with the process of seeking funding from various institutions with the assistance of the Traditional Authority.

Apart from the efforts of these groups local people use their political parties to access development gains, contribute to community development or air out their views. It should however be noted that there were no non-governmental organisations in the area. The two structures that were referred to in the preceding discussions are community-based organisations.

4.3.2.6 Perceptions of the local councillors towards participation of organised community groups in local governance

According to the councillors the community of Moruleng village was not yet familiar with the concept of organised community groups in community development hence there were only two of such organisations in Moruleng village. The municipal councillors value the significance of the two groups in the development of Moruleng even though they were not closely working together. Although local partnerships are provided for in the White Paper on Local Government and Housing, the local councillors indicated that they were faced with a challenge of establishing a partnership with the existing youth forum and farmers' union because the two only closely collaborated with the Traditional Authority.

4.3.2.7 Perceptions of the Traditional Authority towards participation of organised community groups in local governance

Members of the Traditional Authority indicated that the youth forum and farmers' union were tools and instruments for community development in Moruleng village as alluded to in 4.3.2.5 earlier on. That is said on the basis that the youth forum was advancing the upliftment of youth in almost all aspects of life while the farmers' union was more concerned with economic development.

4.3.3 Women involvement

4.3.3.1 Community participants' perceptions towards women involvement in local governance and rural development

Table 4.33 Women involvement in local governance

Perception	Number of participants	Percentage
In favour of	225	75
Against	75	25
Total	300	100

The above Table shows that most of the community participants (75%) were in favour of women involvement in local governance issues whereas 25% was against that. According to Statistics South Africa (2001: 1) women were in the majority (53, 4%) compared to males who made up 46, 6% of the total population of Moruleng village. In addition to that Chikulo (2001: 24) indicated that there is a 7% male absenteeism in the province, which suggest that women as the majority in the province must be allowed to participate actively in governance and development issues. The fact that women are in the majority suggests that they must be allowed to participate in development activities, their number speaks for them. In view of that, Table 4.33 demonstrates that most (75%) of the community

respondents were in favour of the point that women be allowed and encouraged to take part in development activities.

4.3.3.2 Traditional Authority's perceptions towards involvement of women in local governance

Members of the Traditional Authority's council were in favour of the participation of women in the development of Moruleng because they were in the majority and they were always available unlike men who spent most of their time at their work places. These women were more conversant with community activities than men, so they are in a better position to make informed decisions about community development matters. The council stated that more women should be brought on board to further encourage those on the ground to actively take part in development activities.

4.3.3.3 Perceptions of the municipal councillors on the involvement of women in local governance

Municipal councillors viewed women as important stakeholders in the governance of Moruleng village and its development hence they had been awarded 33, 7% of the seats in the Moses Kotane Local Municipal Council. Women involvement and representation in the MKLM governance structure was demonstrated by the inclusion of one woman in the executive council of the MKLM. Of great importance is that, that woman held a critical and high profile position in the council that of being the speaker of the council. Just like the Traditional Authority, the municipal councillors believed that women were actively involved in community activities compared to their male counterparts.

4.3.3.4 Perceptions of the party officials on the involvement of women in local governance

Party officials in Moruleng village expressed dissatisfaction with regard to the number of women in the municipal council and ward committee because they believed that although they were included in the governance structures their numbers did not tally with their total population. However, they were satisfied with the active participation of women in community meetings and other social gatherings that were aimed at social development. The only concern they raised was lack of support from the municipality for women, especially those who have established projects with which they wanted to alleviate poverty in the area.

4.3.4 Involvement of the Traditional Authority in local governance

4.3.4.1 Community participants' perceptions on Traditional Authority's involvement in local governance

In response to whether the Traditional Authority was engaged in local governance or not all, the community participants agreed that the chief and his council were not actively involved in the joint governance of Moruleng village. The two were functioning separately and differently, though serving the same community. According to the community participants there was lack of co-operation or collaboration between the two institutions of governance even though government dictates that partnerships should be formed for community development.

However, community participants' reasons for non-participation varied. Half (50%) of the community respondents believed that non-involvement is caused by the belief held by the chief and his council that the elected councillors wanted to take over their functions, power and control over development funds. The other 50% of the community respondents felt that the chief and his council did not want

to be part of the local governance structure because it would mean they had to be answerable to the people and this was not what they wanted as they were used to operating autocratically.

4.3.4.2 Perceptions of the elected local councillors towards the involvement of the Traditional Authority in local governance

According to the elected local councillors, the Traditional Authority's council was not actively or passively involved in the governance of Moruleng village. The concern raised by the elected councillor was that the Traditional Authority's council did not support the development initiatives taken by the council but most importantly is that the Traditional Authority's council had not prevented any development activity in the ward. The ward councillor highlighted that the two of them were not in anyway partners in development they operated as parallel bodies. The elected councillors had, however, indicated that they would in the future device means of engaging the Traditional Authority's council in the governance and development of Moruleng village. Bakgatla Traditional Authority, like other Traditional Authorities in the municipality, chose not to occupy the 12 seats reserved for them in the municipal council, which signifies their non-involvement in the governance of the municipality.

4.3.4.3 Perceptions of the party officials towards the involvement of the Traditional Authority in local governance

The Traditional Authority was not actively nor passively engaged in the governance of Moruleng village. The chief continued to govern Moruleng village in isolation that is without involving the ward committee or the municipal council. According to the ANC and UCDP officials, although the *White Paper* on *Traditional Leadership and Governance (2002: 21)* emphasises that the Traditional Authorities must complement the functions of the elected local

councillors and that both must therefore work hand in hand, both councils were acting contrary to this provision.

4.3.4.4 Perceptions of the community participants towards the role of the chief in rural development in the new dispensation

All the community participants agreed that the role of the chief had not changed in the new dispensation. According to the participants, as it has been the case even before 1994, the Chief of Moruleng continued to lobby the government and development agencies for the development of the village. He continued to act as the traditional head of his tribe, presiding over customary law courts, maintaining law and order, consulting with the community through meetings (Lekgotla), protecting cultural values, being the spoke person and custodian of the community, and had always remained a symbol of unity in the community. With regard to infrastructure development, the chief had successfully facilitated the establishment of a museum, upgrading of the Traditional Authority's office and the building of a high school. The chief had in collaboration with the ward traditional leaders and the community sought physical and financial assistance from Anglo-Platinum Mining Company. The Traditional Authority showed that they could take a lead in using the available resources rather leaving them unutilised. The Traditional Authority facilitated the conversion of a primary school into a museum with the help of the Anglo-Platinum Mine.

These are the projects that the chief facilitated for his community without the assistance of the ward committee and the council. The chief and his council prior to the democratisation of local governance had performed all those tasks mentioned in the preceding discussion. However, almost 50% of the community participants would rather have the chief and his council focusing only on customary matters and not involving themselves on the community development matters. Those community participants believed that provision of basic needs

and local economic development were the responsibilities of the elected local government officials.

4.3.4.5 Perceptions of the community participants towards co-operation between the Traditional Authority and the elected councillors

Table 4.34 Had there been co-operation between the elected local government councillors and the Traditional Authority?

Response	Number of respondents	Percentage
Yes	135	11,7
No	165	88,3
Total	300	100

The information in Table 4.32 reflects that 11, 7% of the community participants agreed that there was co-operation between the Traditional Authority and the elected council whereas 88, 3% believed that there were no signs what so ever of co-operation between them. Section 182 of the Constitution Act no 108 of 1996 and local government legislation emphasise the significance of co-operation, partnerships and networks in local development. Therefore, the two pieces of legislations recognise the Traditional Authority as one of the organs of local governance. Non-participation of the chief in the local municipal council activities serves as evidence of lack of co-operation between the two. Neither of the two parties attended each other's meetings yet they are both expected by local government legislations and government policies to collaborate in local governance issues. Interaction with the two parties revealed that there was less consultation between the two hence one saw another as a competitor.

According to the community participants those problems, which turned to be hurdles of development emanated from the Constitution's failure to categorically stipulate the roles of the Traditional Authority in local governance. The other issue that the community participants raised was that the number of seats in both

the ward committee and ward municipal council was likely to disadvantage the Traditional Authority when a decision was to made through a vote. They believed the Traditional Authority would always be outvoted. As a result they may not have an influence in the governance of their constituencies. Their (Traditional Authorities') participation, they argued, depends on the amendment of Chapter 12 Section 182 of the Constitution of the Republic of South Africa as it is the supreme law of the country. However, the Traditional Authorities were allocated 12 seats in the Moses Kotane Local Municipal Council and one in the ward committee, which according to the ward councillor is a clear indication that the council would like to have them on board.

In spite of these tensions, the community participants still recognised and applauded the chief because he did not refuse the council an opportunity to carryout its constitutional mandate. In addition, both the chief and the ward councillor indicated that they would like to work together in the future for the sake of the prosperity of the community. The Traditional Authority made more land available for the development projects like where the community hall and the regional office are built and where the stadium is going to be built. The chief also played a major role in the acquisition of land for the emerging farmers. He still pursued his roles as stipulated in Section D of the White Paper on Local Government and Chapter 3 of the Traditional Leadership and Governance White Paper such as land allocation, observation of customary law, promotion of indigenous knowledge, presiding over traditional courts and helping the community identify its needs.

However, the administrative officials in the municipal offices believed that the chief and his council were delaying development process, as they ought to be consulted from time to time regarding development activities in the village. On the contrary, public sector officials from health, social service, home affairs, police services, education and public works departments agreed that the Traditional

Authority was a legitimate organ of governance at the local level hence they consulted with them prior to engaging themselves in any community activity.

4.3.4.6 Perceptions of the party officials on the involvement of Traditional Authority in rural development and co-operation between them and the elected local councillors

Although the ANC and UCDP officials recognised the Traditional Authority as a legitimate participant in local governance structure, the ANC officials maintained that the Chief must remain an ex-officio in the municipal council so that he can be part of decision making while service delivery and governance in general would be co-ordinated by the elected councillors as stipulated by the Constitution Act No. 108 of 1996. The ANC officials believed that the chief's involvement in developmental activities indicated that the Traditional Authority was undermining the Constitution by performing the municipal council's constitutional obligation of providing leadership to the local communities. Besides that, the ANC official's argument was based on the point that the Traditional Authority did not have relevant resources to render local development service.

The UCDP officials' submission was that the Traditional Authority was relevant to rural development and could usher in changes in the community if provided with necessary resources. In addition, officials from both parties did not view both the chief and his councillors as obstacles to development because they had never denied them an opportunity to consult with the community or do their duties in the village. The UCDP officials viewed the chief and the Traditional Authority's council, as legitimate and relevant local governance structure that was capable of bringing about change in Moruleng village as they had done before 1994.

However, both officials agreed that there was no proper co-operation, consultation and collaboration between the Traditional Authority and the ward councillor. Officials from both parties believed that both the chief and the ward

councillor had to consult each other on matters affecting the community so that competition, duplication and inappropriate use of resources could be avoided. They also believed that both of them must attend and participate in community meetings called by each of them such that the community can also realise that they were both part of local governance.

4.3.5 Council's service delivery

4.3.5.1 Perceptions of the community participants on council's delivery of rural development

To assess the participants' perceptions on the council's delivery of rural development, the respondents were asked if they were satisfied with the council's delivery and if there was a difference in efforts to improve the living conditions of the Moruleng community between the periods prior the 1994 elections and post elections era.

Table 4.35 How would you rate council's service delivery?

Response	Number of participants	Percentage
Satisfactory	70	23.3
Fair	64	21.3
Unsatisfactory	100	33.4
Not known	66	22
Total	300	100

Table 4.35 shows that 33, 4% of the respondents were dissatisfied with the council's service delivery while 23, 3% was satisfied with it. While 21, 3% deemed it fair, 22% indicated that it couldn't rate it. It is evident that most of the community participants were not happy with the rate and the manner in which council provided the community with basic services. Table 4.35 further shows

that 33,4% of the community respondents believed that service delivery was very slow because the council had not managed to clear the backlog of basic services such as electricity (13.4), telephones (91,3) and piped water (86,8). The respondents indicated that the electricity backlog has not changed much since 1994 because some of the households built in 1994 and 1995 had not yet been electrified.

With regard to water most of the respondents were able to count the few houses in their sections that had legal yard connections otherwise those households that did not have yard connections relied on community taps that were installed by the previous Rustenburg District Council, which sometimes did not function. The community taps were shared at a rate of 292 households per facility. The researcher observed that the rate was too high compared to a situation in another village where a Magalies Water Supply provided the same service at a rate of 60 households per facility.

The four to five year delay of yard connections led to the community making illegal yard water connections, which mostly were not 200m away from the main line, which is required by government. The illegal yard connections resulted in the meters not being installed hence difficulties in the administration of rate payment. Although a standard connection fee of R300.00 per household (to legalise their connections) was implemented the community failed to pay it and legalise their connections because they argued it was too high (Interviews with the ward councillor, 9.11.2003 and the Magalies Water Supply, 15.11.2003).

The community participants, the chief and the UCDP officials viewed the failure to solve the matter as an indication of poor management and administration on the side of the local municipal council and failure by the district council to facilitate and co-ordinate service delivery. It was established from the council's records that the council did not have statistics of people without yard connections and those who had legal and illegal yard connections. However, according to

Statistics South Africa (2001: 4) only 13, 2% of the Moruleng households had piped water, which means that there was a backlog of about 86,8%, which may be inclusive of illegal connections. The study of the MKLM's IDP revealed that there was a R1, 5 million set aside from the local municipal's budget for upgrading the water system in Moruleng village (MKLM, 2002). In his response, the Magalies Water Supply official stated that the company, with the help of the water sub-committee, was addressing that challenge through workshops during which the community was taught about the significance of paying for the service and the danger of illegal yard connections. The process was already paying dividends because currently there is a gradual move by the community towards legalising their connections and payment for the service. For those who have genuine difficulties in paying for the service, arrangements are made with the councillor to assist such people service their debts.

Interviews (15.11.2003) with the Magalies Water Supply official revealed that although there was another water provider in the region, no tendering process was followed in awarding the contract. Failure by the council to follow right tendering policy was viewed by the municipal administrative, traditional and opposition party officials as irregular and illegal. In their opinion the move was a demonstration of weak leadership and management style.

According to the community respondents, installation of phones was also not satisfactory because the process was too slow. Telkom provided the service while the municipal council was playing a role of a facilitator. The process of installing telephones that was started by the previous Rustenburg District Municipal Council had come to a standstill. Members of the community who applied in 2000 had not yet received their phones. Statistics South Africa (2001, 4) reported a backlog in this regard of about 91, 3% which then implied that only 8, 7% of the households had telephones. The service provider indicated that the process of consultation with the council regarding the installation of the phones was ongoing.

Generally, the community participants were concerned about non-delivery of low-cost housing in Moruleng village because it led to the emergence of informal dwellings. The community participants believed that had the council been committed to speedy service delivery Moruleng village would have not been exposed to this problem. Out of a total of 300 community participants 80 of them indicated that they had since 1998 applied for the low cost houses without success. Statistics South Africa (2001: 4) also identified a backlog of about 20% in housing in Moruleng. Provision of those low cost houses was however not included in the Moses Kotane Local Municipal Council's current IDP. It was observed that Moruleng village, as big as it was, had only 3-tarred roads, which only connects it to two neighbouring villages and Mogwase. When asked about conditions of the local roads, community respondents indicated that they were dusty, full of potholes and got muddy when it rained. As a consequence, the community would not get access to emergency services such as ambulance. Based on that the community participants believed that they were being denied one of the basic services, which is totally against the Constitution.

Sustainable provision of services is among others influenced by payment for services. When asked about payment for services, all the community participants indicated that they were keen to pay for the services because they knew if they didn't they might not get them in future. However, it was not all of them who could afford to pay for the services.

Although the role of the district municipality in this instance is to ensure that people get the service in a rightful manner, the district municipal council did not see this as their concern because MKLM is an independent municipality. The *Municipal Structures Act No. 117 (DLG, 1998a)* points out that the district municipality has to assist the local municipality fulfil its IDP objectives but the former is ignoring that.

Even though the community participants were not satisfied with the council's delivery on rural development, they were, however, happy about the fact that it was co-ordinated from one office, the local municipal council. Although the government adopted policies such as Batho Pele Principles to transform public services in order to raise the standards of service delivery and thus make them effective, the community respondents felt that the Bojanala Platinum District Municipal Council and the Moses Kotane Local Municipal Council were not operating within the confinements of the policy because they were not fulfilling the promises and providing services as required by the Constitution and local government legislation (Batho Pele Principles, 1997). The high rate of unemployment, poor service delivery, lack of economic activities and poverty in the area were reasons that informed the position held by the Traditional Authority's council that the municipal council was incapable and unwilling to face up to its new challenges, which were unemployment and economic development.

Generally the community participants indicated that the developments that were visible in their area were the ones that were done either by the chief or the former Bophuthatswana government whereas the municipal council had since 1996 been charged with development in rural areas.

4.3.5.2 Perceptions of provincial government officials towards council's service delivery

Provincial government officials believed that service delivery in MKLM was very slow. While the officials agreed that the municipal council was still new they believed council did not demonstrate any commitment to their community, as the council had not allocated any money to them for development projects. Officials indicated that there were no projects that were done in Moruleng village in the past financial year (2002-2003). The implication is that there were no new developments in Moruleng village except that the community had been getting water, electricity and telecommunication services from the council but it should

be borne in mind that household structures constructed in 2000 onwards had not yet got access to these services hence the officials believed there was some form of incompetence on the side of the both the district and local municipal councils.

As per Section 154 of the Constitution of RSA Act No. 108 of 1996, both the provincial and national governments must assist the municipality through capacity building and funding such that it can realise its objectives. As a consequence, the capacity building unit within the Department of Developmental Local Government and Housing conducted workshops for the councillors in the province. The impact of that training had not been investigated scientifically.

4.3.5.3 Perception of the party officials towards councils' service delivery

According to the UCDP officials, the council was very slow in delivering the services to the community. The council's main weakness was that it was unable to provide new house units with basic services such as water, electricity and telephones. With regard to waste removal and sanitation no plans were put in place to kick-start them. While the ANC officials believed that slow process of restructuring of both the district and local municipalities was the reason for the delay in service provision, the Traditional Authority's councillors and the UCDP officials blamed that on lack of commitment by the councillors to provide the community with the services that will help improve their lives.

Although local municipalities had been described by the Constitution as the hands and feet of the Reconstruction and Development Process of the country, the UCDP officials believed that the local council was not effective in delivering the services that were aimed at assisting it realise its constitutional mandate (ANC, 1995). This notion was based on the point that to this end, there is not even a single community development project in Moruleng that the community could benefit from. The council was very slow in terms of delivering its promises

because some of the residential units that were established in 1998 had not yet got access to basic services. Lack of commitment and laziness were cited as reasons for slow and lack of delivery. On the other hand, the ANC officials believed that although much was not taking place with regard to community and rural development, the council was doing its best and given time it will be able to improve people's quality of life.

4.3.5.4 Perceptions of the Traditional Authority towards council's service delivery

According to the Traditional Authority's executive council and the ward traditional leaders although there was service provision in the ward, there were households, which had not yet been electrified even though they applied prior to the 2000 local government elections. They believed this was an indication of failure to fulfil promises made prior to the elections. Failure by the municipal council to notify people in advance about electricity and water cuts showed that the council did not have adequate planning skills. The Traditional Authority therefore believed that the council was ineffective, inefficient and incompetent as they failed to satisfy the voters who gave them local development mandate. The Traditional Authority believed the council was failing dismally.

Failure by the council to provide the community with water, a basic need, within their yards indicated that the council was unable to provide people with basic services as required by the Constitution and local government legislations.

Absence of community development projects in the area made the Traditional Authorities to declare municipal council a body that does not promote development.

4.3.6 Attitude towards the local councillors

4.3.6.1 Attitude of the community participants towards the elected local councillors

Table 4.36 Attitude towards local councillors

Response	Number of participants	Percentage
Like	125	41,7
Dislike	100	33,3
Don't know	75	25
Total	300	100

As indicated in Table 4.36 while 41, 7% of the community participants preferred the elected local municipal councillors' approach towards rural local governance while 33, 3% did not approve of it and 25% of the respondents did not know what to say about the municipal councillors.

To further assess the community participants' attitude toward the local council, the participants were asked about the representativeness and legitimacy of the ward committee and local and district municipal councils.

While 25% of the community participants believed that the elected council was legitimate because councillors were democratically and legally elected by the local residents, the other 25% believed the Traditional Authority was a relevant structure because of the nature and background of the rural areas and the point that Traditional Authorities had always ruled rural areas and brought some developments though operating on less or zero budgets. On the other hand (25%) of the community participants did not view the ward committee as legitimate because it consisted of ANC members only. The other 25% of the community participants viewed the ward committee as legitimate on the basis of them being accessible to the residents most of the time.

The community participants indicated that they did not have to travel very long distance to access the ward committee members because they resided within the borders of their ward as a result they value them because they see them as part of the community. Even though the community respondents were happy with the ward committee, they were however sceptical about the procedure and processes followed to address their concerns and problems. The major concern was that the hierarchy followed seemed to be time consuming and thus made them wait for responses from the council for a very long time. Indirect contact between the councillors, who were representing local communities at the district council, and the community made it difficult for both to interact and ensure that the former had the right mandate. The participants' negative response about the district councillors related also to the number of councillor's vis- a- vie the size of the local municipality.

From general observation during interviews, it appeared that although participants felt that they had to give the ward councillor time to deliver, they still had concerns about his or her weaknesses that ranged from lack of trust, failure to fulfil promises and meet deadlines up to not being responsive to the people's needs.

4.3.6.2 Attitude of the Traditional Authority's councillors and party officials towards the municipal council

The Traditional Authority and the UCDP officials did not have trust and confidence in the ward committee and the municipal council because they alleged that the latter were not doing enough to uplift the living conditions of the people. The allegation was based on the point that the council was not fulfilling the promises the councillors made during the election period. In addition, they did not view them as a relevant structure to govern in a rural area. The UCDP councillors were dissatisfied with the refusal by the ANC councillors to accept and use their advice and contributions that concern the affairs of the council.

Both the ANC and the UCDP officials were accusing one another for lack of co-operation and untrustworthiness. While the attitude of the UCDP and the Traditional Authority were similar, the ANC officials were satisfied with the council's service delivery because it managed to help the community of Moruleng access the basic services that were previously not available to the whole community. They believed if given time the council will manage to develop the community of Moruleng village.

4.3.7 Relevant governance structure for rural areas

4.3.7.1 Community participants' perceptions on the relevant and appropriate structure to govern rural areas and facilitate their development

While all the community respondents viewed the Traditional Authority as part of their culture, almost half (50%) of them regarded them as the relevant structure that can co-ordinate development and governance issues in Moruleng village, the other half (50%) viewed the Traditional Authority as a structure that pursued self-interests, encouraged corruption, demonstrated gender insensitivity, showed self-centredness, promoted kinship and the structure that did not allow community participation and therefore operated on a top-down approach, which contravenes the Constitution of the country. The latter group, therefore, believed that the elected council was a legitimate and appropriate body to govern and usher in changes in rural areas because they are established through and were supported by the Constitution and local government legislations.

4.3.7.2 Perceptions of the Traditional Authority on the relevant governance structure for rural areas

The Traditional Authority saw itself as the sole legitimate and relevant structure that could facilitate the governance of Moruleng village. In their opinion it was the chief and his council who had legitimate powers to govern a rural area like

Moruleng village as it was and had been the case in South Africa and many developing countries that have rural areas. The council emphasised that the relevant structure must be constituted as follows 60% traditional councillors and 40% elected councillors who would be working under the leadership of the chief.

4.3.7.3 Perceptions of the party officials on the relevant and appropriate structure to govern rural areas

The UCDP officials believed that Moruleng village, like many other the rural areas, ought to be under the leadership of the Traditional Authority and be governed democratically. They further stated that it would be better if the municipal councils for rural areas could be structured in such a way that they it would accommodate equal participation of both institutions. The idea behind this was that since the local people seemed to take part mostly in activities organised by the Traditional Authority, this could be used as a mechanism to promote popular participation in the council's activities.

Further to that, the *Traditional Leadership and Governance White Paper (2002)* puts it that "the institution of traditional leadership can therefore play the following roles: promote socio-economic development, good governance and service delivery, especially in the rural areas". According to the UCDP officials this submission gave the Traditional Authorities the right to participate in local governance matters hence the belief that joint and participation by the Traditional Authority in governance issues will simply be pursuant of a legal obligation by them. The ANC officials, on the other hand, were satisfied with the type of governance structure that existed in Moruleng because it emphasised stakeholder involvement, which also took into account the interest of the Traditional Authority. While the community was divided on the issue of the governance structure in their area, both the ANC and the UCDP officials agreed that no efforts were made by the Department of Development Local Government and Housing to make the community aware of the changes that were effected by

the Constitution on the governance of rural areas hence lack of knowledge about local governance structure among the community. In response to lack of knowledge, the community participation and administration unit official indicated that community awareness campaigns were the responsibility of the municipal councils and they were now being trained such that they can embark on such campaigns. However, the municipal IDP is salient about the matter (MKLM, 2002).

4.3.8 Local economic development

4.3.8.1 Community participants' perception towards the role of the Moses Kotane Local Municipal Council on local economic development

According to the community participants the Moses Kotane Local Municipal Council was ineffective and inefficient in creating conducive conditions for local economic development. The council had not yet established any project or lured any investor to the area. It was observed during the interviews that the economy of Moruleng depended largely upon taxi industry, supermarkets, bottle stores, the café, backyard shops and unregistered street vendors. All these ventures were individual adventures. While local municipalities were given the responsibility to promote LED, there was absolutely no evidence in Moruleng to proof that Moses Kotane Local Municipal Council indeed created conducive conditions for LED as required by the Constitution.

Accordingly efficient, effective, responsive and well-integrated infrastructure can stimulate the development of large and small enterprises but in Moruleng village there were no such initiative from the side of the council. MKLM is obliged to support LED development through providing direct and indirect economic services such as business facilities, providing basic infrastructure, promoting agricultural industry, supporting tourism and also through human resource development but this is not happening in Moruleng village. According to the

community respondents neither the Rustenburg Transitional Council nor the Bojanala Platinum District Municipal Council lured any investor to Moruleng for investment purposes. The economic oriented adventures in the Moses Kotane Local Municipal Council's IDP are the stadium, the indigenous crop and goat farming projects. Whether these projects will kick-start and benefit the community that remains to be seen.

4.3.8.2 Perceptions of the provincial government officials towards the role of the municipal council in local economic development

As required by Section 154 of the Constitution Act No. 108 of 1996 the provincial government through its Department of Developmental Local Government and Housing unit called local economic development, is in the process of supporting the MKLM particularly Moruleng village through funding (Local Economic Development fund) the projects mentioned in the preceding discussion. The process started with the needs analysis done by the department (in consultation with the municipal council and ward committee) as the municipality could not do it because of lack of capacity. However, the perception held by the officials thereof is that there is lack of enthusiasm among the community and the councillors to take an initiative of relieving themselves from the effects of poverty through effective and efficient use of the fund. LED fund official also alluded to lack of knowledge about economic development among councillors as a stumbling block to development in the area. The official indicated that plans were in the process of informing the community about the fund, its purposes and how to access it.

4.3.8.3 Perceptions of the party officials and administrative officials on the council's role in local economic development

Local Economic Development (LED) to a larger extent relies upon the massive use of the available resource to establish projects with the aim of creating revenue that is going to benefit local people. In view of that, the UCDP officials

argued that absence of projects in Moruleng village demonstrates failure on the side of ward councillor to face up to new challenges of the local municipal council, which are unemployment and economic transformation. On the contrary, the ANC officials indicated that the municipal council was still learning how things were done and with time projects will be implemented in Moruleng village.

The ANC, the UCDP and administrative officials agreed that much was not happening in Moruleng with regard to LED. Their concern was that even though there were businesses in Moruleng village the community spent most of its money in Rustenburg, which then contributes to Rustenburg's economic growth and the demise of that of Moruleng village. However, the district municipal council officials emphasised that the council was addressing the imbalance by funding development infrastructure in the district with 60% of each and every rand that the district businesses were paying as levy to the council. The *Rustenburg District Council Report (1999: 40)* revealed that the community of Moruleng benefited from the exercise through a community hall and toilets of two schools that were built by the district municipality.

4.3.8.4 Community participants' perceptions towards involvement of Traditional Authority in local economic development

The participants indicated that while the municipal council was passive in local economic development, the Traditional Authority had in partnership with the Swartklip Platinum mine and the community established a museum, which will serve as a source of income for the community and a measure of preserving and promoting Bakgatla heritage. Whether this objective will be realised remains an issue for future scientific investigation. That is because local small, medium and micro enterprises were not benefiting from the Bakgatla Gate, which has long been in operation. Community participants indicated that the chief took it upon himself to create awareness among the community regarding the business opportunities that can emerge as a result of the museum. The community

participants agreed that the chief was keen to ensuring that the business opportunities in the area were reserved specifically for the villagers in order to curb the unemployment rate that was increasing.

4.3.9. Formation of the Moses Kotane Local Municipal Council

4.3.9.1 Community participants' perceptions on the formation of the Moses Kotane Local Municipal Council

Moses Kotane Local Municipal Council was formed through the provisions made in Schedule 1 of Chapter 3 of the Municipal Structures Act No. 117 of 1998. The seats in the council were therefore awarded according to the formula provided in the above-mentioned legislation. As the ANC received the highest votes and the UCDP got the lowest, the former was awarded a total number of 50 seats while the latter got only ten. The MKLM (Mankwe and Madikwe) Traditional Authorities were allocated 12 seats, which they did not occupy because of the reasons presented in the preceding discussions. In addition to that the executive major, the speaker and ten members of the mayoral committee who were elected through the provisions of the Municipal Structures Act No. 117 of 1998 were the ANC members.

While half (50%) of the community participants were satisfied with the processes and policies followed in constituting the council, the other half (50%) indicated that since MKLM was predominantly rural they would have preferred to have a council that has 50% elected local councillors and 50% Traditional Authority such that there is equality in terms of representation.

4.3.9.2 Perceptions of the district and local municipal officials on the formation of the municipal council

District and municipal officials believed that the election procedures and the process of constituting the municipal council were done in accordance with the provision of the act therefore even if they had reservations about the formation of the council there was nothing they could do.

4.3.9.3 Perceptions of the UCDP and the ANC officials on the formation of the municipal council

The UCDP, which did not have a representation in the executive committee expressed dissatisfaction with regard to the manner in which the committee was constituted. According to the UCDP officials this was a deliberate act of the ruling party to deny them an opportunity to effectively take part in decision-making processes whereas ANC officials maintained that the council was constituted in accordance with the legislation and relevant personal traits.

4.3.10 Co-operative governance

4.3.10.1 Perceptions of the community participants towards co-operative governance

Community participants indicated that they believed that there was co-operation between the council and the government departments because each time officials from a particular department visited or undertook an activity in their ward they always came with the ward councillor and both took part in the meeting or the activity. The community also communicated with the departments through the office of the ward councillor.

4.3.10.2 Perceptions of the local councillors towards co-operative governance

As mandated by the Constitution, the three spheres of government must work together in ensuring that the municipalities are as developmental as required by the White Paper on Local Government and the Constitution of RSA. According to the local councillors, government departments had an agreement with the municipal council that all the needs of the community that needed their attention be communicated to the municipal council through the ward committee and then the municipal council would directly address them with the relevant department. In case a department has to embark on a project in a village, it has to consult with the ward councillor to map out the programme and procedures to be followed. According to the councillor there was a two-way consultation between the government departments and the municipal council regarding projects and activities that were to be carried out by the departments in the village. As the councillors argued the initiative of the engagement of government departments always came from either the ward councillor or the community, as a result the projects or activities were not imposed upon the latter.

4.3.10.3 Perceptions of the government officials towards co-operative governance

Different responses were recorded regarding co-operative governance in the area. Half (50%) of the community participants indicated that although they were trying their level best to co-operate and assist the municipal council, hurdles emerged as a result of power struggle where the ward councillor wanted to take control of the process instead of them working together as a team. The other 50% believed that there was co-operation between the government departments and the municipal council. According to the community participants co-operation assisted them in the sense that the departments were able to avoid duplication and wastage that prevailed in the past. Currently the departments have been

clustering in rendering their services to the community of Moruleng village. For example when the department of health carried out an awareness programme to the villagers they engaged their education counterparts to do the same in schools such that their counterparts would not do it next time or ask them to do it again.

The other purpose would be to save costs and reach the community as widely as possible. To cite an example when the Departments of Home Affairs went to the village to register people for Identity Documents, the Department of Social Development came along to register people for social grants. As a result of this kind of co-operation the government departments were able to render their services easily and saved costs and time for the government and the community.

Lack of commitment on the side of councillors was identified as one element that negatively affected co-operation between the council and the government departments. In terms of co-operation for capacitating the municipal council and the ward committee, the respondents indicated that they were in the process of sorting out how they would assist. So far capacity building need that had been addressed was training councillors on local governance, policy analysis, management and administration.

4.3.10.4 Perceptions of the party officials towards co-operative governance

As required by the White Paper on Local Government, Moses Kotane Local Municipal Council is functioning as a point of integration and co-ordination for the programmes of other departments (DLG, 1998b). According to party officials there were signs of co-operation between the municipal council and the government departments. However, they believed that it still had to be redefined and modified because there was an overlap that caused confusion between the council and the government departments.

4.4.11 Public-private partnership and networks

4.3.11.1 Community participants' perceptions on public-private partnerships and networks

Stoker (1996: 2) stated that local governance actors such as business companies bring in the resources that both the community and the elected local government officials do not have. In this instance its funds and an educational programme. The community participants including the Traditional Authority, municipal and party officials indicated that the local businesses were in deed involved in the development of their village.

To this end, the BPDM established a partnership with Anglo Platinum Mine because the latter was eager to demonstrate its social responsibility. The company funded the building of a high school and a tribal office, the construction of a tarred road and the adult literacy programme

Local business F. Bham and Company also gave needy children free stationery and school uniforms so as to make learning and schooling a little easy for them. Pycroft (1998: 12) states that for change to occur in people's lives partners such as the above-mentioned company are essential because they bring into the partnership requirements necessary for development. Goodwin (1998:8) believes that the role played by the company is a demonstration of the fact that the development of rural areas is the business of sectors beyond government. Its involvement is likely to improve the living conditions of people. In his study Stoker (1996: 2) also explained that rural development involves actors across private, public, formal and informal organisational boundaries hence the involvement of private companies in the improvements of the lives of the people of Moruleng village. Local government legislation also encourages engagement of all stakeholders in local governance.

According to local governance experts Reddy (1999), Woods (1998), Goodwin, (1998) Stocker (1996) and Rosenau (1995) local governance refers to governing styles in which boundaries between and within private, community and public institutions become blur and these institutions collectively make decisions, promote community interests and solve problems that prohibit social and economic prosperity. However, party officials as well as ward and district councillors revealed that the local businesses in Moruleng village, MKLM and BPDM were not part of the governance structure as a result they only came on board as sponsors of development projects. They were never part of the formal governance structure. The participants' perception point of view was that the situation weakened the network and the alliance because the business sector did not take part in the most important stage of planning, decision-making. On the contrary, the UCDP official and the chief argued that the cause of this flaw was the failure of the IDPs of both the district and local municipal councils to specify the functions of the private companies. Therefore it is no surprise that the local businesses were not part of the governance structure and only came in as sponsors. The *Municipal Structures Act No. 117 of 1998 (DLG, 1998a)* emphasises that stakeholders' involvement must be promoted by giving them defined roles in governance, which the Moses Kotane Local Municipal Council and Bojanala Platinum District Municipal Council failed to do.

Even though Goodwin (1998: 8), Stoker (1996: 2) and World Bank (2001: 21) state that non-governmental organisations were also significant partners in rural development because they rendered services on behalf of the government, there were no non-governmental organisations in Moruleng village except the community-based organisation.

With regard to service provision, the council entered into business agreements with Eskom, Magalies Water Supply and Telkom to provide local people including those of Moruleng with electricity, water and telephones respectively. These

service providers communicated with the community through the ward committee and the chief.

4.3.12 Conclusion

It is evident from the collected data that although the government has embarked on a process of transforming local municipalities to an extent that they become developmental, there is still a lot that has to be addressed. Poor community participation, incapacitated and uncommitted councillors, lack of co-operation between the elected councillors and the Traditional Authority and clarity on the issues of Traditional Authority's mandate in as far as local governance is concerned remain challenges to the local municipalities.

Chapter five

Summary of the research findings, conclusions and recommendations

5.1 Introduction

The purpose of this chapter is to give a summary of the research findings, conclusions and recommendations regarding the role of local governance in rural development.

5.2 Summary of the research findings

The findings of this research are summarised in terms of the objectives. The main objective of this study was to examine the extent to which the Bojanala Platinum District Municipal Council was facilitating rural development in the district with special reference to Moruleng village.

5.2.1 Restructuring of local government for rural development

The study revealed that there has been a tremendous and significant progress towards restructuring local government to the extent that it becomes developmental, democratic and responsive to the needs of the people particularly those who are living in rural areas. These residents had been ignored and marginalised for a very long time including even in the first phase of local government transformation. The Reconstruction and Development Programme has also made repeated reference to the need for a special focus on developing rural areas but little has emerged. So to give effect to the new local municipal

system a range of policies and legislative framework have been promulgated. Rural local government and problems in rural areas only got substantial consideration recently in South Africa hence their inclusion in the current local governance system. Local government officials have, therefore, been placed strategically in a critical position of integrating development programmes to achieve synergistic rural development. Local government has also been decentralised to afford the community a sense of involvement in their social and economic development.

The study revealed that there is co-operative governance in the area under study because service points for social service delivery, which represent the provincial government locally, have established relationships and partnerships that govern their functions. Therefore there is consultation between and among government departments' service points, which is mostly initiated by the community through the ward committee, the youth forum and the farmers union. Although it is still not yet a well-established policy, the service points attempt to render their services in an integrated approach.

Coordination of co-operative governance among the government departments, local and district councils showcase the ability of the district council in fostering relations among the national, provincial and local spheres of government. The intergovernmental relations among the three spheres of government show how well the district council is integrating development initiatives within the district. The perceptions of the community about these departments' service provision are gradually changing as a result of the relationship fostered by the district council.

5.2.2 Coordination of development activities by the district council

As stipulated in the Municipal Systems Act No. 32 of 2000, coordination and facilitation of development activities in the district have been assigned to district

councils. In the case of a district where Moruleng village is located it is the Bojanala Platinum District Municipal Council. The mandate has been carried out through promotion of tourism icons in the district including the museum and the Bakgatla Gate located in Moruleng village.

In line with the government's public-private partnership framework the municipal council established partnerships with the following companies: Anglo Platinum Mine, F. Bham and Company, Amplats, Eskom, Telkom and Magalies Water Supply. However, party officials, ward and district councillors indicated that these companies were not members of the municipal governance structures, as a result they only come on board as sponsors of development projects. To a large extent, this arrangement can be viewed as failure of the district municipal council to lure participants into the formal governance structures, as it is important for them to be part of the system and not just come in to provide funds only. The fact that solution to the inactive participation of stakeholders in the process of development is clearly outlined in the Municipal Structures Act no. 117 of 1998 indicates a serious weakness on the two councils as it shows that councillors cannot interpret the legislation that is aimed at guiding them.

Lack of participation by business companies in the municipality's governance structures is an indication of poor co-ordination on the side of the district municipal council. According to local governance and rural development experts rural livelihoods can only be improved if stakeholders in rural development remove borders and barriers among themselves such that they can act as one unit of governance. However, this does not seem to be the case in the Bojanala Platinum District Municipal Council. The council must be seen actively involved in the removal of the barriers so that stakeholders in rural development can jointly embark on the development process of Moruleng village.

Poor coordination is further exhibited by continued duplication of services in Moruleng because there are two different types of development committees,

ward and community development committees that function separately in a parallel way. The former is under the leadership of the ward councillor and the latter is in the office of the Traditional Authority.

Although there are opportunities for economic development that arise from the area's tourism potential, the rate of unemployment is still at 46, 5% and is most prevalent among women and youth. The research findings revealed that the IDP of the municipality is silent about the Bakgatla museum. This silence is evidence of lack of communication between the Traditional Authority and the municipal council. Had the two consulted each other about their development plans, the anticipated contribution of the museum (the initiative of the Traditional Authority) would be clearly stipulated in the IDP.

It is evident from the findings of this research that there is a need for improvement on the process of coordination of development activities in the district.

5.2.3 Community development projects

One of the objectives of this study was to identify and assess projects undertaken by the council to maximise social, economic and political development in the Moruleng. The research findings revealed that ever since 1994 the municipal council has embarked on two projects only. The former Rustenburg Transitional Municipal Council built a community hall and renovated the toilets of one secondary school. The Department of Public Works renovated the school toilets while Anglo Platinum Mine which employed ten local community members on a temporary basis, built the former project. The exercise relieved them temporarily from the plight of poverty experienced in the area. So far the Bojanala Platinum District Municipal Council and Moses Kotane Local Municipal Council have not yet embarked on any development project in Moruleng that brought development

in people's lives. However, the municipal IDP indicates that the building of a stadium and indigenous animal project are due to start.

5.2.4 Community involvement

While local governance's success depends largely upon people participation and their commitment to democracy, the community of Moruleng is not actively involved in their development affairs. Community meetings are one of the methods that the community can use to take part in decision-making but the Moruleng community does not use meetings to their advantage. The reason is that most members of the community only attend meetings organised by the Traditional Authority and ignore the councillors' ward meetings. The municipal council has also failed to encourage and educate the community about the significance of attending ward meetings and participation in general. The council's efforts to build capacity for community participation in municipal affairs did not bring any results, as poor participation is still persistent in the area.

Local government transformation was categorised into the first, second and third phase and research findings revealed that while it is currently at its final phase, the community is still not that conversant with the local governance structures and their functions. This is a direct result of lack of involvement in community development activities. However, the ward committees seemed popular among local people compared to the district and local municipal councils, as the community knew its functions and members.

The research findings revealed that the district municipal council does not fulfil its mandate for development because there is little evidence of people participation in the development oriented activities of the community. Not much is being done to teach the community about the significance of their participation in development activities. No efforts have been made to make the community realise that they ought to be at the forefront of their development activities.

However, there are two community-based organisations the farmers' union and the youth forum in the village. It has to be noted that these two organisations work closely with the Traditional Authority and only interact with the ward councillor on fewer occasions.

There are no non-governmental organisations in Moruleng village although NGOs are an instrument that can be used to promote and encourage community participation that will lead to networks that can enhance social and economic development. Women are more actively involved in community matters than men. However, traditional patterns of not engaging them in governance matters still prevail in the BPDM. This position is based on the point that women representation in the municipal council and the Traditional Authority does not reflect the true demographic profile of the district, local municipality and Moruleng village. Local governance structures are, therefore, still male oriented.

5.2.5 Involvement of the Traditional Authority

Local governance is about joint efforts of stakeholders in the process of bringing about change in people's lives. As Traditional Authorities are hereditary rulers of rural areas, customary law as well as legislations governing local government dictate that they be actively engaged in rural local governance. The findings of this study have, however, revealed that the Bakgatla Traditional Authority pursues rural development in isolation. There is no indication of collaboration and or cooperation between this structure and the local authorities hence there is no cooperative governance. The differentiated engagement of the Traditional Authorities and the elected local councillors was viewed by the community as a stumbling block towards social development in the area. What also emerged out of the this research is that although the Traditional Authority does not have the necessary resources to bring about an improvement in the lives of the people, the chief and his council are still highly respected by the community, both young and old citizens.

Local government legislation provides for representation of interest groups in local governance structures such as Traditional Authority, women and youth. However, the same legislation reduces their representation to 10% of the total number of elected officials, which is a disadvantage if they have to vote. Most interestingly the findings revealed that half of the community participants preferred to have municipal council constituted by Traditional Authorities.

5.2.6 Constraints encountered in the administration of rural development

The research findings revealed that the governing styles at the local level were hurdles more than mechanisms that can promote local development. Lack of cooperation between the Traditional Authority and the elected local council was identified by the community as one of the stumbling blocks of development in the area. The conflict between these two structures contributed to lack of community development projects in Moruleng village. The matter of great concern between the two is competition rather than instituting joint efforts towards improving the lives of the people. It is evident from the findings of this study that there is no co-operation or collaboration between the two structures such that they can jointly govern Moruleng village.

Consequently, the result is failure to co-ordinate and spearhead development activities in the whole district. The research findings also revealed that there has been no initiative by the district municipal council to try and encourage as well as urge both structures to work together. However, the national government has been engaging the national house of Traditional Authorities in making efforts to solve the problem that Traditional Authorities have in, concerning local governance.

Developmental local governance has been established to ensure that local governance structures work together in order to improve the citizens' lives,

empower them and create conditions that are conducive for local economic development. The study revealed that there were two sets of partnerships in Moruleng village, which do not promote integrated rural development. While the Traditional Authority work closely with some community members, the UCDP, the youth forum and the farmers' union, the ward councillor collaborates with the provincial government service points, some part of the community and the ANC. However, the district municipal council has not made any attempts to address lack of cooperation among rural development stakeholders as required by the Constitution. It is evident from these findings that the district council is unable to remove the barriers and borders between and among rural development role players.

Poor coordination and lack of cooperation are further indicated by the existence of two sets of partnerships formed in Moruleng village, and continued to compromise the idea of integrated rural development in the village. While the chief communicates with a part of the community, the youth forum and the UCDP, the ward councillor collaborates with the ANC and the other part of the community. The district council has not provided any evidence of its attempt to address the matter, as it is the organ of governance that has to ensure that such obstacles of development are removed in the district.

The legislation also exacerbates the problem of unclear role of Traditional Authorities in terms of local governance. While Chapter 12 of the Constitution Act number 108 of 1996 sanction the Traditional Authority with ensuring that there is observation of customary law, section 3.2 of the *Traditional Leadership and Governance White Paper (2002: 24)* defines their role as provision of basic services. As a consequence, the Bakgatla Traditional Authority believes its mandate is not yet clear hence they have resorted to not involving themselves in this system of governance until their role is clearly defined. The situation as it is, does not allow both the Traditional Authority and the municipal council to engage in issues of local governance.

It is the responsibility of the district municipal council to ensure that local municipalities deliver services at the local level as required by the Constitution and local government legislation. Failure by the municipal council to resolve the problem of water meter reading system, which has been a problem since 2002, is an indication that the council is unable to solve community problems that emanate from the council's side. The problem further validates the notion that the district council fails to coordinate development within the region because of the time that the municipality has had this problem.

The community raised concerns and complaints about inefficiency in service delivery by the council. Negative sentiments about the council also surfaced during the interviews. Poor communication between the council and the community has also compounded the problem of service delivery in the area as it has led to anticipated water and electricity cuts, which have inconvenienced the community. Poor facilitation and coordination of service delivery in Moruleng indicate that the district council was unable to ensure that service delivery is rendered in some of the parts of the district.

With regard to capacity building, the Bojanala Platinum District Municipal Council has assisted the Moses Kotane Local Municipal Council tremendously. The former has assisted the latter with the formulation of the integrated development plan and trained administrative officials including those of other local municipal councils. However, transport as well as office space and equipment remain challenges for the Moses Kotane Local Municipal Council.

The findings of this study further revealed that there is lack of commitment among councillors since deadlines for meetings were not observed from the local to the district level with no indication from the executive committee of the district to address the matter although it impedes upon development.

The Batho Pele Principles are not yet observed by the councillors hence lack of commitment in public service delivery. Failure to honour appointments and deadlines all show lack of customer care by councillors, as emphasised in the Batho Pele Principles.

The research findings have further revealed that the ward councillor of Moruleng is not readily available when the community needs them because they have to be at their permanent work places during the day. This impacts negatively upon their service as councillors because it becomes difficult for them to attend council meetings, where they have to represent the interests of the community. Further, the community cannot consult these councillors as and when necessary as those councillors would be held up at their workplaces.

The government's efforts of eliminating duplication of services through the introduction of integrated development plan strategy are not successful because the IDP process is discredited by the national government. The implementation of programmes such as consolidated municipal infrastructure programme (CMIP), which aims at providing people with basic services, is a duplication of services provided by the local sphere of government.

5.3 CONCLUSIONS

The South African governance system has gone through a significant change of which local government transformation was part. The historic change was marked by the adoption of a concept of developmental local government and change from a static local government system to local governance. The South African government further provides a framework through legislation, programmes and strategies to make local government developmental and thus reduce poverty and improve the living conditions of the rural poor.

Prior to the democratisation of the South African the African majority did not have the right to take part in decision-making. However, since 1996 Constitution of the Republic of South Africa gave all citizens the right to participate in the governance of the country including local government. In terms of law municipalities are obliged to provide a democratic and accountable government for local communities, to ensure provision of basic services; a healthy and safe environment, to promote social and economic development and to encourage the involvement of the community in governance matters (DCPA, 1996). Although the framework for developmental local government and local governance has been provided, the municipal council is still unable to promote social and economic development as required by Chapter 7 of the Constitution of the Republic of South Africa.

Development in Moruleng is not yet approached in an integrated manner. Mobilising development agents and the community towards the improvement of livelihoods remains a problem in the village. The development efforts of the Traditional Authority and the municipal council are not coordinated since each one of them plans in isolation for the same village. It can therefore be concluded that decision-making is not executed collectively as there are two sets of partnerships. This action is in contravention of the municipal's integrated development plan and the White Paper on Local Government, which dictates that developments be carried out collectively. The action by both structures perpetuates and promotes the division of the community rather than promoting unity among community members. The situation in the BPDM shows that the district council is failing to create a platform for stakeholder involvement in development activities and this compromises local governance. Above all, the municipal council does not encourage the involvement of communities and community organisations in the matters of local government. Failure by local governance structures to co-ordinate development initiatives, jointly, indicates that there is still a lot that needs to be done in order to seriously implement the municipal's integrated rural development plan.

Ensuring that the community gets involved in development activities is one of the responsibilities of the municipal council. Poor community participation in development activities indicated that mobilisation of the community towards that direction is still a challenge in Moruleng village. The strategy initiated in 2003 established by the Moses Kotane Local Municipal Council to develop a culture of participation among the community had not yet brought any results as there was no evidence of improved community participation since its inception. The district municipal council has also failed to assist the local municipal council to address this problem as required by the local government legislation.

Low women representation in both the municipal and Traditional Authority councils appears as a strategy to deny women an active role in the local governance issues.

While the principal aim and purpose of developmental local government is the improvement of service delivery, the Moses Kotane Local Municipal Council is ill-equipped to play a meaningful role in creating sustainable livelihoods and reducing poverty in Moruleng. This results from lack of capacity, which the district municipal council has so far failed to address. The problems range from lack of transport for councillors to carry them to and from the communities, limited office space for administrative work, councillors who are not learned and as a result cannot interact easily with policies and legislations to lack of administration skills among administrative staff.

Although access to basic services is a constitutional right and a statutory responsibility of the municipal council, not all the households in Moruleng village have access to basic services. There are some households that have been waiting for the installation of electricity and water since 2002. This proves that there is a backlog in service delivery in the municipality.

It is evident from the study that the Bojanala Platinum District Municipal Council put some effort in ensuring that local governance was transformed in the district. However, there is still a need for improvement on service delivery, community participation as well as co-operative governance in the region. Moruleng's level of development can only be elevated if the district municipal council can support the Moses Kotane Local Municipal Council with physical and human resources where they are lacking. The other important aspect is the need for improvement in the relationship between and among stakeholders.

5.4 RECOMMENDATIONS

Based on the findings of this study, the following are recommended:

- The responsibilities of each stakeholder be clearly outlined in the Moses Kotane Local Municipal Council's IDP so that challenges such as duplication and unclear mandates can be avoided.

- That the Moses Kotane Local Municipal Council and the Traditional Authority try to resolve their differences so that they can integrate their development plans as required by the local government legislation.

- Although citizen participation is an integral part of local governance and one of the significant ingredients of sustainable development, there is poor community participation in Moruleng village. It is against this background that it is recommended that the municipal council must develop means of motivating and encouraging the community to participate in local governance.

- Women representation in governance structures remains a problem in the Moses Kotane Local Municipal Council. There is a need to increase the

number of women in the Traditional Authority and municipal councils and to equip women with leadership and managerial skills such that they are best placed to participate in the process of local governance.

- The district municipal council's responsibilities must be reviewed because of contradictions, confusion and duplication it causes and local development must remain the mandate of the local municipal council.

- The district municipal council must train the local municipal councillors, officials and ward representatives in rural development strategies and approaches as well as leadership, organisational and management skills. This is based on the premise that municipal councillors lack organisational and management skills as well as knowledge of rural development hence capacity in that regard is recommended. The officials who were identified as not having qualifications and skills relevant to the jobs they are doing also need to be empowered so that they add value to service delivery.

- This research project revealed that service delivery is not integrated in the Moses Kotane Local Municipal Council, therefore, it is recommended that all the stakeholders be advised and encouraged to take part in integrated development planning of the municipality as it likely to speed up the process of development.

- As the community seems to lack knowledge about the structures of the local and district municipal councils, it is recommended that members of the community should be made aware of the functions of these structures in the form of a workshop so that they can know the significance of these structures in the development of their area. The municipality must also take a leading role in co-ordinating this function.

- Ward councillors be given full time employment so that they can give local development their full attention and as such improve on service delivery in the process.

- The intervention strategies and programmes that both the national and provincial governments bring to local municipalities must be incorporated into the IDPs of local municipalities so that they do not appear to be portraying any duplication of services.

In conclusion it is suggested that an in-depth investigation into how the functions of the elected local councillors and the Traditional Authorities can be reconciled so that both institutions can collectively and meaningfully participate in the development of rural areas.

5.5 Bibliography

Adedeji, A. 1992, "Sustaining democracy", **African report** January and February pp7-9

Ake, C. 1991, "West promotes sharp democratisation", **Democracy in action,** 10th December pp13-19

Akpan, P.A. 1990, "Local government structures as a spatial framework for rural development in Nigeria", **Public Administration and development** 10 (10) pp263-275

Attwood, G. 2002, "Participation and power", **Africa Insight,** 32 (1) pp25-29

Ayo, S.B. 1984, "Ideology, local administration and problems of rural development in the Republic of Benin", **Public Administration** 14 (4) pp361-372

Bekker, T. 1991, **The housing challenge: options, means and contributors,** Pretoria, HSRC

Bentwich, H. & Pratchet A.1962, **Our councils: The story of local government,** London, Routledge

Binns, T. 1997, "Learning from the past", **Applied Geography,** 17(1) pp1-9

Binns, T. & Nel, A. 1995, "Beyond the developing impasse" **The journal of modern Africa,** 37 (3) pp389-408

Bogason, P. 2000, **Public Policy and Local Governance,** United Kingdom, Cheltenham Publishers

Bojanala Platinum District Municipality, 2002, **Bojanala Platinum District Municipal Integrated Development Plan**, Pretoria, Plan Associates

Cameron, R. 1993, "Regional services and council in South Africa", **Public Administration,** 71(4) pp433-455

Cameron, R. 1996, "The democratization of South African local government," **Local Government Studies,** 22(1) pp19-39

Centre for Regional Development, 2000, **An integrated rural development strategy for North West province,** Potchefstroom, University of Potchefstroom

Chambers, R.G. 1983, **Rural development: Putting the last first** London, Longman

Chikulo, B.C. 1979, Popular participation and development: The Zambian model, **Africa Quarterly** 19 (2) pp170-181

Chikulo, B.C. 2001, **Decentralization and rural local governance in North West Province: Problems and prospects**, unpublished paper

Chikulo, B.C, Hedding, T, Manson, A. and Meyer, M. 1998, **Rural local governance in the North West Province: Case studies in four provinces of South Africa, working paper No. 73,** Johannesburg, Land Agricultural Policy Centre

Cloete, F. 1995, **Local government transformation in South Africa**, Pretoria, Van Schaick

Cloete, J.J.N. 1997, **South African municipal government and administration**, Pretoria, Van Schaick

Coetzee, A.J. 1985, **Orientation of municipal councillors and leading municipal officials,** Durban, Durban Westville

Cohen, J.M. & Uphoff N.T. 1980, "Participation's place in rural development: seeking clarity through specificity", **World Development**, 8 (1) pp213-235

Craythorne, D.L. 1980, **Municipal administration**, Cape Town, Juta

De Beer, F. & Swanepoel, H. 1998, **Introduction to development Studies**, Cape Town, International Thompson Publishing

Department of Constitutional and Provincial Affairs, 1996, **Constitution Act No. 108,** Pretoria, Government Printer

Department of Finance and Economic Development, 2001, **Annual report**, Pretoria, Government Printer

Department of Land Affairs, 1997, **Integrated Rural Development Strategy**, Pretoria, Government Printer

Department of Local government, 2001, **Annual report 2000/2001**, Pretoria, Government Printer

Department of Local Government, 1995, **Development Facilitation Act No. 67,** Pretoria, Government Printer

Department of Local Government, 2000, **Integrated Development Plan**, Pretoria, Government Printer

Department of Local Government, 1993, **Local Government Transition Act No. 209,** Pretoria, Government Printer

Department of Local Government, 1995, **Local Government Transition First amendment Act No. 2,** Pretoria, Government Printer

Department of Local Government, 1996, **Local Government Transition Second amendment Act No. 97,** Pretoria, Government Printer

Department of Local Government, 1998, **Municipal Demarcation Act No. 27,** Pretoria, Government Printer

Department of Local Government, 1998a, **Municipal Structures Act No.117**, Pretoria, Government Printer

Department of Local Government, 2000, **Municipal Systems Act No. 32**, Pretoria, Government Printer

Department of Local Government, 2002, **Traditional Leadership and Governance**, Pretoria, Government Printer

Department of Local Government, 1998b, **White Paper on Local Government,** Pretoria, Government Printer

Department of Trade and Industries, 1995, **White paper on National Strategy for the Development and Promotion of Small Business**, Pretoria, Government Printer

Department of Public Service and Administration, 1997, **White Paper on Transforming Public Service Delivery**, Pretoria, Government Printer

Doing, A. 1995, "Good governance and sustainable development anti-corruption strategies", **Public Administration and Development,** 15(1) pp151-165

Edwards, A.D. & Jones, D.G. 1976, **Community and community development**, Hague, Mouton

Erskine, J.M. 1985, "Rural development: Putting theory into practice", **Development Southern Africa,** 2(4) pp12-21

Ferrinho, H. 1990, **Towards a theory of community development**, Cape Town, Juta

Fitzgerald, P, Mc Lenna, A. & Munslow, B. 1995, **Managing sustainable development in South Africa**, Oxford, Oxford University Press

Galvin, M. 1999, "The impact of local government on rural development in the new South Africa", **Transformation,** 40, pp95 – 106

Goodwin, M.1998, "The governance of rural areas: Some emerging research issues and agendas", **Journal of rural studies,** 14(1) pp5-12

Haynes, R.T. 1980, **Organization theory and local government**, London, George & Unwin Ltd

Heyman, S.C. & Totemeyer, G. 1998, **Government by the people**, Cape Town, Juta & Company

Hope, K.R. 2000, "Decentralization and local governance, theories and practice in Botswana", **Development Southern Africa** 17 (4) pp518-533

Huntington, S.P. & Nelson, J.M. 1976, **No easy choice: Political participation in developing countries**, Cambridge, Maas

Jazairy, I. Almagari, M. & Pannuccio, T. 1992, **The state of rural poverty**, London, International Technology

Jeppe, W.J.O. 1982, The role of local government in integrated rural development, **Rural development conference**: University of Stellenbosch

Jessop, B. 1999, **The dynamics of partnerships and governance failure**, Oxford, Oxford Press

Jones, G.E. & Rolls, M.J. 1982 "The rise and fall of community development in the Developing countries 1950-1965", **Progression in community development,** 14 (1) pp207-268

Khanya, I.A. 2002, **"Local governance for rural development: A case study from South Africa, Policies and approaches for rural poverty reduction"**: Unpublished paper

Leedy, P.D. 1997, **Practical research, planning and design**, New Jersey, Meril, Imprint of Prentice Press Hall

Lele, U. 1975, **The design of rural development: Lessons from Africa**, Baltimore, University Press

Leonard, K. 1982, **Institutions of rural development for the poor: Decentralization and organizational linkages**, Carlifonia, Institute for International Studies

Leibbrandt, M.V, Woolard, C.D. & Woolard I.D, **The contribution of income components to income inequality in South Africa: A Decomposable Gini analysis,** World Bank, Washington

Lincoln, D. 1994, **Handbook of qualitative research**, London, Sage

Lisk, F. 1981, **Popular participation in planning for basic needs,** Britain, Blackmore

Machooka, S.M. 1984, **People's participation in development in black Africa,** Cameroon, Institute for pan African Pour le development

Mackenzie, F. and Taylor D.R.F. 1992, **Development from within: survival in rural Africa**, London, Routledge

Maddick, H. 1976, **Democracy, decentralization and development,** Bombay, Asia Publishing House

Mawhood, P. 1987, **Local government in the Third World countries**, Toronto, Johnwiley

Mc Intosch, A. 1995, The rural local government question in South Africa: Prospects for locally based development, **Development Southern Africa** 12 (3) pp413-422

Montgomery, J.D. & Esman M.J. 1989, "Popular participation in development administration", **Development administration** 3 (4) p358-382

Morris, P. 1995, "Democracy, governance and partnership with institutions of civil society and the private sector", **Development Southern Africa,** 11(2) pp119-132

Moses Kotane Local Municipality, 2002, **Moses Kotane local municipal council integrated development plan,** Pretoria, Plan Associates

Motala, S. & Polunic, J. 1998, **Reinventing rural local government in South Africa: Current status, constraints and options,** Cape Town, Heinemann

Mouton, J. & Marais, H.C. 1988, **Basic concepts in the methodology of Social Sciences,** Pretoria, HSRC

Mukerji, B. 1976, **Community development in India**, Bombay, Longman

Mule, H. 2001, "Challenges to African governance and civil society", **Public Administration and Development,** 21(2) pp71-86

Murdoch, J. & Abraham S. 1998, "Limits of community governance", **Journal of rural studies,** 14(1) pp41-50

Nkunika, A.I.Z. 1987, **The role of popular participation in programmes of social development, Community Development Journal,** 15 (15)

Nkomo, V. 1997, "Meeting the challenges of the new millennium in governance and public sector development", **Journal of Public Administration,** 33(2) pp217-224

Oleranwaju S.A. & Falola, T. 1992, **Rural development problems in Nigeria,** Brookfield, Ashgate Publishers

Oludimu, O. 1991, Provision and financing of social services by local government in rural Nigeria, **Indispensable journal for personal or institutional libraries,** 25 (2) pp249-259

Pycroft, C. 2000, "Integrated development planning and rural local government in South Africa", **International review of Administration sciences,** 22(1) pp87-102

Pycroft, C. 1998, "Integrated development planning or strategic paralysis? Municipal development during the local government transition and beyond", **Development Southern Africa,** 15(2) pp151-164

Pycroft, C. 1996, "Local partnerships and strategic alliances for economic development: the need for economic development audits", **International review of administrative sciences,** 62(1) pp109-122

Reddy, P.S. 1999, **Local government democratization and decentralization: A review of the Southern African region**, Kenwyn, Juta

Reddy, P.S. 1996, **Readings for local government management and development: A Southern African region**, Kenwyn, Juta

Reddy, P.S. 1996, **Perspectives on local government management and development in Africa**, Durban, University of Durban Westville

Robson, C. 2000, **Small-scale evaluation: Principles and practice**, New Delhi, Sage Publication

Rustenburg District Municipal Council, 1999, **Annual Report1998-1999**, Pretoria, Plan Associates

Schapera, J. 1962, **The Bantu-speaking tribes of South African: An ethnographical survey,** Pretoria, Maskew Miller,

Seers, D. 1977, "The meaning of development", **International development review,** 19 (2) pp17-21

Setty, E.D. 1985, "People's participation in rural development: A critical analysis", **The Indian journal of social work,** 5 (1) p73-83

Skweyiya, Z. 2003, **Social Development departmental budget vote**, Pretoria, Government Printers

South African Local Government Association, 2000, "District municipalities: Their role and functions", **Local Government Law Bulletin,** 1 (3) pp1-3

Statistics South Africa, 1997, **Census in brief,** Pretoria, Statistics South Africa

Statistics South Africa, 1999, **October household survey**, Pretoria, Statistics South Africa

Statistics South Africa, 1996, **The people of South Africa: population census,** Pretoria, Statistics South Africa

Statistics South Africa, 2001, **South Africa in transition**, Pretoria, Statistics South Africa

Stoker, G. 1996, "The struggle to reform local government: the dynamics of its development", **Public money and management,** 16(1) pp17-22

Tanoh, A. 1996, **Traditional and contemporary forms of local participation and self-government in Africa**, Johannesburg, Konrad-Adenauer-Stifung,

Tapscott, D.R. 1985, **The agricultural development of the homelands: problems and prospects,** Cape Town, F.S.Scheimer

Todaro, M.P. 2000, **Economic development**, London, Longman

Todaro, M.P. 1997, **Economic development**, London, Longman

Todaro, M.P. 1977, **Economics for a developing world**, London, Longman

United Nations, 2000, **Capital development funds: Local governance report**, New York, United Nations

Wallis, M, 1990, "District planning and local government in Kenya", **Public Administration and Development,** 10 (4) pp437-452

Wilkins, A. 1998, **Poverty and inequality report in South Africa**, Cape Town, HSRC Publishers

Whiteford, A. Posel, D. & Kelatwang, 1995, **A profile of poverty, inequality and Human development in South Africa**, Pretoria, HSRC Publishers

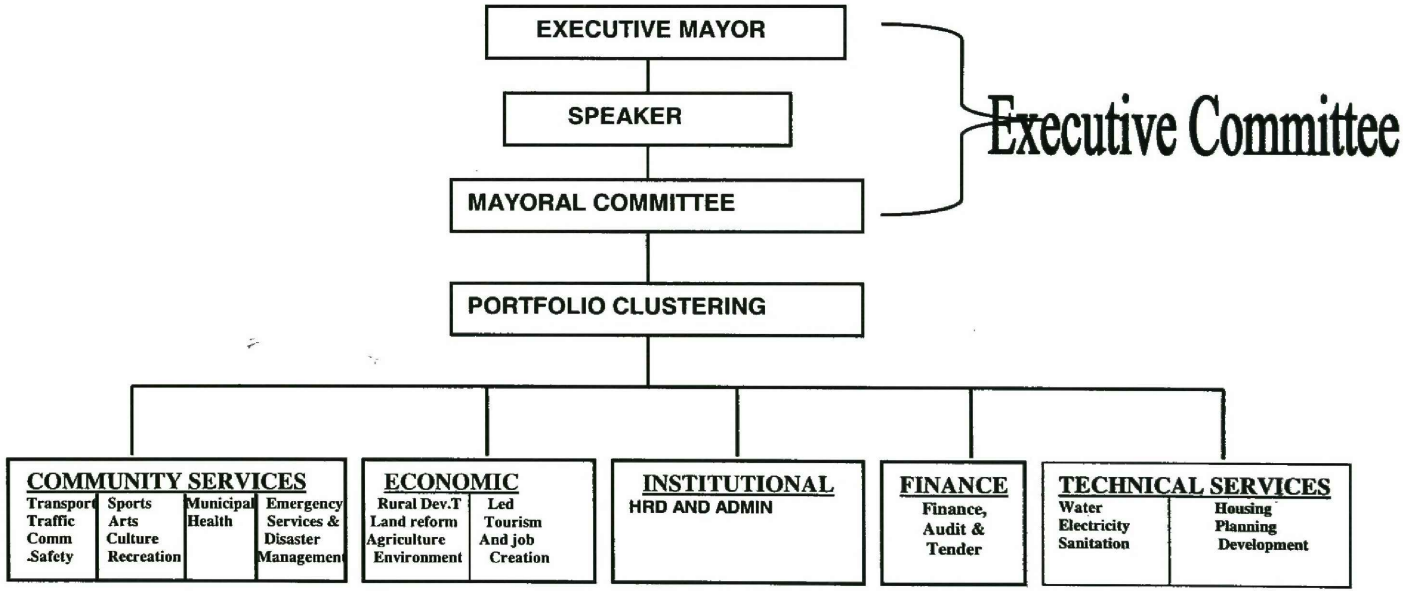
Woods M. 1998, "Advocating rurality? The repositioning of Local government" **Journal of rural studies** 14 (1) pp13-26

World Bank, 2001, **Decentralization: Why and how**, Washington, World Bank

World Bank, 1998, **Participation**, Washington, World Bank

Wunsch, J.S. & Olowu, D. 1990, **The failure of centralised state: Institute of self-governance,** Oxford, West View Press

ORGANOGRAM
BOJANALA PLATINUM DISTRICT MUNICIPALITY



Source: Bojanala Platinum Municipal IDP

Annexure A Figure 1

Annexure A Figure 2: BOJANALA PLATINUM IDP ORGANISATIONAL STRUCTURE Source: Bojanala Platinum municipal IDP