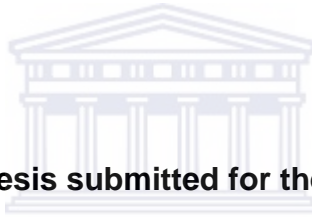


**THE ROLE OF THE MASAKHANE CAMPAIGN IN MIDDELBURG  
BETWEEN 1994 AND 1998  
THE CASE OF MHLUZI TOWNSHIP**

**Garth Piet Mngomezulu**



**A mini-thesis submitted for the degree of  
Masters of Administration in the  
WESTERN CAPE  
School of Government (SOG).  
University of the Western Cape (UWC)**

**Date submitted for examination** .....**November 2006**.....

**Name of Supervisor:** ..... **Dr Leon Pretorius**.....

**DECLARATION**

I, the undersigned, declare that “The Role of the Masakhane Campaign in Middelburg Between 1994 and 1998: The Case of Mhluzi Township” is my own original work and confirm that it has not been submitted before for any degree or examination in any other university and that all the sources that I have used, referred to and quoted have been indicated and acknowledged to the letter.

Garth Piet Mngomezulu



November 2006

Signed .....

## **DEDICATION**

I would like to dedicate this work to all Members of Parliament (MPs), Members of the Provincial Legislatures (MPLs) and Local Councillors in our Municipalities throughout South Africa. This work is also dedicated to all the people of the Greater Middelburg and the entire South Africa. I would further like to say to them that for so long as we have not eradicated poverty and bring about a better life for all our people, the struggle still continues.



## ACKNOWLEDGEMENT

I start by acknowledging my grandfather, Martiens Jakobus Malan (deceased) who did not spare any quarter in doing his best to assist my mother in raising me and looking after my welfare. He, together with my mother, Elizabeth Maminkie Malan Mngomezulu did everything within their power to guide me on my long walk to adulthood. They made me a leader and responsible father. I am today an altruist because of their commitment to my life and education. To my grandfather I want to say, “Oom Tienie, ek, Garth Piet, jou dogter se enigste seun sê baie dankie vir alles wat oupa vir my gedoen het op my groot reis na ’n volwassenheid, rus met vrede my liewe oupa”.

To my mother, Elizabeth Maminkie, I am saying, “Mme, O tshwere thipa ka bogaleng wa nkgodiša le ge e be ele thata. A Modimo a go okeletše matšatši a gago mo lefaseng gore o phele gale lele. Ke a go leboga morwedi wa Mamanyane Mafefe Mngomezulu”.

I would be making a mistake by not acknowledging my dear wife, Velephi Daphney Mngomezulu and all my children who had to live the better part of their lives without their father due to reasons beyond my control. They all supported me throughout my postgraduate studies.

Lastly, I want to thank all those who made it possible for me to go through my M.Admin degree. Special thanks to my Supervisor who was a great asset to me throughout my studies.



## KEYWORDS

1. Apartheid regime
2. Campaign
3. Communities
4. Councillors
5. Employment
6. Greater Middelburg
7. Masakhane
8. Poverty
9. Service delivery and democracy
10. Transitional Local Council



## **ABSTRACT**

### **THE ROLE OF THE MASAKHANE CAMPAIGN IN MIDDELBURG BETWEEN 1994 AND 1998: THE CASE OF MHLUZI TOWNSHIP.**

GP Mngomezulu

M. Admin Thesis School of Government (SOG), University of the Western  
Cape.

The study focuses on municipal service delivery campaigns before the advent of the integrated development planning framework. In particular, the focus is on the role played by the Masakhane campaign in improving service delivery and contributing to a better life for the community of the Greater Middelburg in Mpumalanga Province. The Municipality of the Greater Middelburg won several awards in recognition of its achievements in the Masakhane campaign and serves as a model example for other municipalities.

Through a desktop study and literature survey as well as the conducting of a number of interviews with the Middelburg municipal officials, councillors and Mhluzi community residents and organisation leaders the responses of the various stakeholders to how they implemented the Masakhane campaign are documented.

The main findings of the study indicates that Middelburg enthusiastically embrace the paradigms of collective leadership and community participation in their implementation of the Masakhane campaign. The municipality developed a mayoral strategy for service delivery that was based on the criteria developed by the Palmer Report (1995) for evaluating the service delivery and participation of the municipalities in the Masakhane campaign. It demonstrates how, unlike many other municipalities that failed, the Middleburg municipality was able to

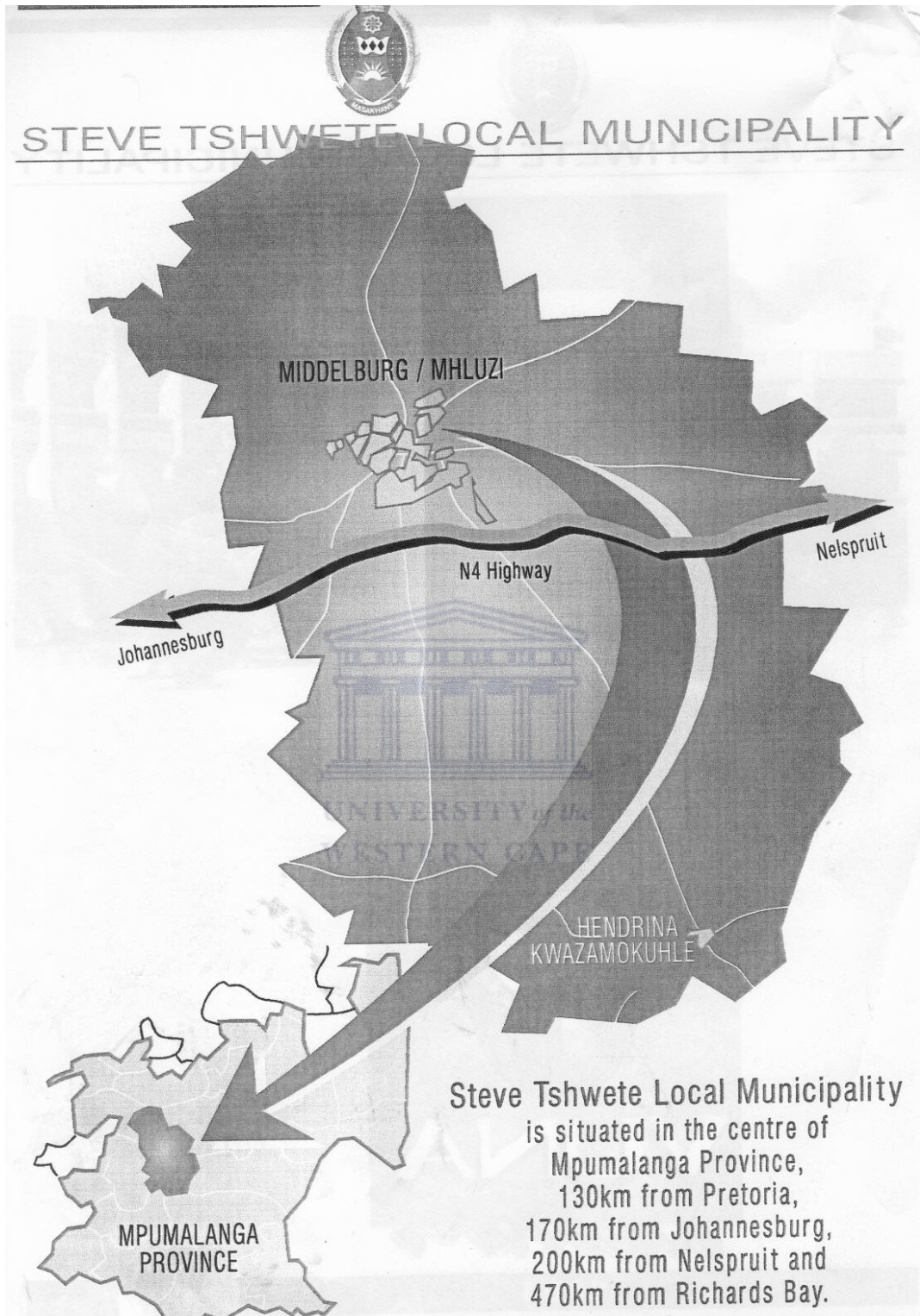
overcome the many challenges and obstacles to ensure significant visible service delivery to the community of Mhluzi Township. As a result, the Middelburg municipality is a model and the case study of service delivery in Mhluzi Township and provides a benchmark and holds many valuable lessons for other municipalities facing similar challenges.

**November 2006**



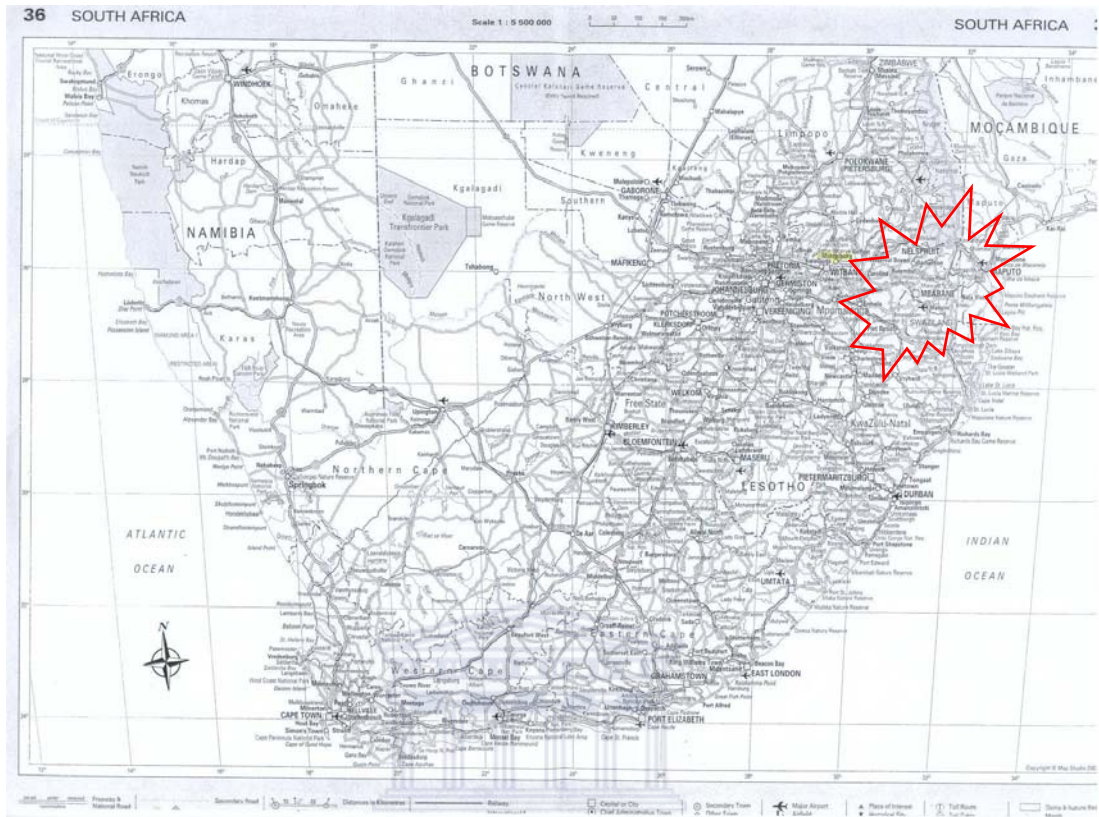


**Figure 1: Map of Middelburg Municipal Area**



**Source:** Steve Tshwete Local Municipality Vuna Awards 2004

**Figure 2: Map of South Africa indicating the location of Middelburg Municipality**



Source: Sawubona: SAA in-flight complimentary magazine

## **ACRONYMS**

|        |   |
|--------|---|
| ANC    | African National Congress                 |
| CODESA | Congress for a Democratic South Africa    |
| COSATU | Congress of South African Trade Unions    |
| ILC    | Interim Local Council                     |
| LGNF   | Local Government Negotiations Forum       |
| MEC    | Member of the Executive Council           |
| PR     | Proportional Representation               |
| RDP    | Reconstruction and Development Programme  |
| SACP   | South African Communist Party             |
| SANCO  | South African National Civic Organisation |
| TLC    | Transitional Local Council                |
| TRC    | Transitional Rural Council                |



## TABLE OF CONTENTS

|   |     |
|---|-----|
| DEDICATION.....   | iii |
| ACKNOWLEDGEMENT .....   | iv  |
| KEYWORDS.....   | vi  |
| ABSTRACT.....   | vii |
| ACRONYMS.....   | xi  |
| CHAPTER 1: INTRODUCTION AND ORGANISATION OF THE THESIS .                | 1   |
| 1.1. INTRODUCTION.....  | 1   |
| 1.2. PROBLEM STATEMENT.....   | 3   |
| 1.3. OBJECTIVES OF THE STUDY.....                                       | 7   |
| 1.4. SIGNIFICANCE OF THE STUDY.....                                     | 8   |
| 1.5. RESEARCH DESIGN.....   | 9   |
| 1.5.1. Research design and strategy.....                                | 9   |
| 1.5.2. Population target and sampling method.....                       | 11  |
| 1.5.3. Data collection process.....                                     | 11  |
| 1.5.4. Reliability, validity and interpretation of data.....            | 13  |
| 1.6. STRUCTURE AND OUTLINE OF THE THESIS.....                           | 15  |
| CHAPTER 2: BACKGROUND AND CONTEXT: THE MASAKHANE<br>CAMPAIGN.....       | 18  |
| 2.1 INTRODUCTION.....   | 18  |
| 2.2. DEFINITION AND OBJECTIVES OF THE MASAKHANE<br>CAMPAIGN.....        | 18  |
| 2.3 BACKGROUND AND CONTEXT OF THE MASAKHANE<br>CAMPAIGN.....            | 21  |
| 2.3.1. Community participation and social partnership.....              | 23  |
| 2.3.2. Visible service provision and delivery.....                      | 25  |
| 2.3.3. Payment of services and payment systems.....                     | 26  |
| 2.3.4. Economic development.....  | 28  |
| 2.3.5. Improved safety and security.....                                | 29  |
| 2.3.6. Accountability.....  | 29  |
| 2.3.7. Practical campaigns and activities.....                          | 30  |
| 2.4 SUMMARY.....  | 30  |
| CHAPTER 3: IMPLEMENTATION OF MASAKHANE IN MIDDELBURG<br>AND MHLUZI..... | 31  |
| 3.1 INTRODUCTION.....   | 31  |



|   |     |
|---|-----|
| 3.2. DESCRIPTION OF MIDDELBURG AND MHLUZI .....   | 31  |
| 3.2.1. Political geography of Middelburg .....  | 32  |
| 3.2.2. Socioeconomic description of Middelburg.....   | 35  |
| 3.3. TRANSFORMING LOCAL GOVERNMENT IN MIDDELBURG.....   | 42  |
| 3.3.1. Institutional and human resources .....  | 51  |
| 3.3.2. Financial resources and capacity.....  | 54  |
| 3.4. IMPLEMENTATION OF MASAKHANE .....  | 56  |
| 3.4.1. Community participation and social partnership .....   | 58  |
| 3.4.2. Visible service provision and delivery .....   | 60  |
| 3.4.3. Payment for services and payment systems.....  | 65  |
| 3.4.4. Economic development.....  | 66  |
| 3.4.5. Improved Safety and Security .....   | 67  |
| 3.4.6. Accountability.....  | 68  |
| 3.4.7. Public education and other campaigns .....   | 68  |
| 3.4. SUMMARY.....   | 68  |
| CHAPTER 4: RESULTS AND ANALYSIS OF THE APPLICATION OF<br>THE FRAMWORK .....   | 71  |
| 4.1. INTRODUCTION.....  | 71  |
| 4.2. THE EFFICACY OF THE MASAKHANE CAMPAIGNS.....   | 71  |
| 4.3. FACTORS THAT FACILITATE AND PROMOTE MASAKHANE....  | 76  |
| 4.3. FACTORS THAT CONSTRAIN MASAKHANE .....   | 79  |
| 4.4. MIDDELBURG AN AWARD WINING MODEL MUNICIPALITY .....  | 80  |
| 4.4. SUMMARY.....   | 83  |
| CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS .....  | 85  |
| 5.1. INTRODUCTION.....  | 85  |
| 5.2. REVIEW OF THE OBJECTIVES.....  | 85  |
| 5.3. CONCLUSION .....   | 90  |
| APPENDICES.....   | 99  |
| Appendix 1. List of people interviewed .....  | 99  |
| Appendix 3: Masakhane Annual Provincial Award -1998 .....   | 101 |
| Appendix 4: Masakhane National Award .....  | 102 |
| Appendix 5: Constitution for the Mayor's Guarantee Fund .....   | 103 |
| Appendix 6: Map of Eastern Part of South Africa indicating towns that<br>participated in the Masakhane Campaign in Mpumalanga ..... | 105 |

## TABLE OF FIGURES

|  |    |
|--|----|
| Figure 1: Map of Middelburg Municipal Area .....   | ix |
| Figure 2: Map of South Africa indicating the location of Middelburg<br>Municipality .....    | x  |
| Figure 3: Highest Education Levels attained by over 20 year olds in<br>Middelburg 1996 ..... | 37 |
| Figure 4: Map of Middelburg Town and Townlands .....   | 38 |
| Figure 5: Institutional representation of Middelburg Municipality .....                      | 53 |
| Figure 6: Middelburg Accumulated Surplus /deficit 1994-2005 .....                            | 55 |

## TABLE OF TABLES

|   |    |
|---|----|
| Table 1: Population of Middelburg by Groups .....                     | 35 |
| Table 2: Sources of energy for lighting .....                         | 40 |
| Table 3: Middelburg Municipal Workforce Composition 1994-1998/9 ..... | 54 |
| Table 4: Middelburg Municipal Budget Summary 1994-1998 .....          | 56 |

## CHAPTER 1: INTRODUCTION AND ORGANISATION OF THE THESIS

### 1.1. INTRODUCTION

Prior to the 27<sup>th</sup> April 1994, South Africa was characterized by rigid class distinction. Africans, Coloureds and Indian (Blacks) belonged to the lowest rank of society. Insofar as Government was concerned, Africans were not represented but some coloureds and Indians were, towards the latter part of the eighties co-opted as junior partners in the Apartheid regime.<sup>1</sup> The Indians were accommodated in the House of Delegates, the coloureds in the House of Representatives and Whites in the House of Assembly. All three Houses were known as Tri-cameral Parliament. The first two houses mentioned above merely carried out instructions from the apartheid government.<sup>2</sup> For Africans, who formed the majority of the People of South Africa, the so-called Bantustan System was designed and imposed long before the co-option of the coloureds and Indians as junior partners.

Delivery of services, to a certain extent, was rendered to coloured and Indian areas with very little being done to improve the lot of Africans. Whites were granted special privileges by respective Afrikaner governments whilst the living conditions of blacks deteriorated because of the unjust system of apartheid and the way it marginalized Africans in

---

<sup>1</sup> Apartheid regime is the system of government that prevailed in this country prior to 1994

<sup>2</sup> House of Delegates and representatives – refers to a puppet government house in Parliament representing the Indian community under the Apartheid government. They were co-opted as junior partners as part of the Tri-cameral Parliament - A House of Parliament that included whites, coloureds and Indians but excluded the majority of Africans.

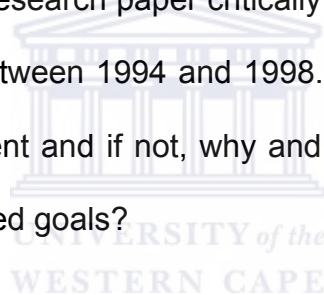
particular. Basic services like, sanitation, clean water, proper housing, education, health services, inter alia, were not meant for Africans insofar as the racist regime was concerned. The dawn of a new South Africa and the coming to Power of the African National congress came as a bold relief to the overwhelming majority of the People of South Africa. The ANC government came up with many changes insofar as transformation was concerned.

The post-apartheid government introduced the Reconstruction and Development Programme (RDP), which intended to address the concerns of the underprivileged and disadvantaged people of this country. The programme was the government's initial "response to the serious social and economic problems of South Africa like, mass poverty, gross inequality, a stagnant economy and enormous backlogs" (Nelson Mandela RDP 27 April 1995). However market constraints made the implementation of the RDP difficult. In addition to the RDP, the government also came up with a number of other campaigns and programmes which government introduced to involve communities in improving the lives of all South Africans. One of these was what came to be known as the Masakhane Campaign.

The Masakhane campaign was a strategy to support and advance the transformation of South Africa so as to inter alia, improve the quality of life of ordinary South Africans by building a non-racist, non-sexist, democratic,



united and prosperous society. The campaign had to deal with a number of pressing challenges which ranged from misperceptions, apathy and lack of clarity about the importance of the campaign.<sup>3</sup> At the time municipalities were struggling to restructure and simultaneously meet the challenges of addressing service delivery backlogs they inherited from apartheid. The campaign was designed to reward those municipalities which could best incorporate community participation and meet the challenges of development oriented service delivery. As such the experience of Middelburg in successfully obtaining the Masakhane award may hold important insights and lessons for other municipalities struggling with similar challenges. The research paper critically assesses the role that this campaign has played between 1994 and 1998. Has it realized its desired goals, if so, to what extent and if not, why and what was the problem for not achieving the expected goals?



## **1.2. PROBLEM STATEMENT**

As a first step the disparate local council's (e.g. Eastdene, Nazareb, Mhluzi and Middelburg town councils) fragmented by the racial system of apartheid was amalgamated into a unified Greater Middelburg Transitional Local Council.<sup>4</sup> This amalgamation lays the basis which charts the way forward in helping to create a better life for all. Mr V. Moosa, then Minister

---

<sup>3</sup> See <http://www.dplg.gov.za/Documents/Publications.../MasakhaneKeysuccessIntroduction.ht> (03/04/08)

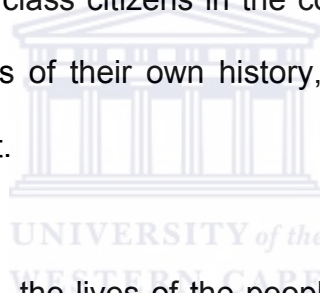
<sup>4</sup> Transitional Local Council is the phase of Provisional Local Councils after 1994 elections. Pre-Interim phase - the second phase of Local government which started in 1996. The Interim phase; This is the phase that – started after the 1999 Local government elections. In compliance with Chapter 10 of the Interim Constitution of 1994 under the initiative of the Government of National Unity.

of Provincial and Local Government has summed it up in the following words “*Local government is a key role player in South Africa*” with regard to service delivery and the attainment of a better life for all. The implementation of progressive and meaningful programmes and campaigns that are people orientated are going to be needed to speed up change in this country in real terms and close the gap between the rich and the poor. (Government of SA. (1998).Department of Provincial Government: Foreword by the Minister of Provincial and constitutional development.) M.V. Moosa

Literature and selected documents and paper clippings from various libraries and the Middelburg Local Council were reviewed and analysed. Authors like, Thompson (1997), Taylor (1997) Coleman (1998), Mbeki (1992) and Mphahlele (1959) alluded to the fact that colonialism and apartheid caused untold misery and degradation to Black people in particular. They all agree that colonialism and apartheid led to dispossession and denial of civil rights. Their literature points out that dispossession and denial of civil right in apartheid South Africa was the major cause of the destruction of the social fibre of African society. The literature also attempts to define the apartheid regime as a violent, brutal and merciless system which was declared a crime against human society by the entire international community. Furthermore the literature reveals that under the apartheid administration, no meaningful campaigns and/or

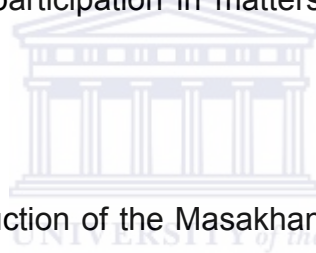
projects were introduced to develop Black residential areas. Most projects and development were centred in white residential areas.

The apartheid regime introduced draconian laws which made life almost impossible for the overwhelming majority of the people of South Africa to survive. Under the Apartheid regime, Bantustans, Bantu Education, Pass Laws, inter alia, were forcefully imposed on the people of South Africa, and in particular, the African people but all has failed because these policies were not people inspired. (Mbeki 1992). There were no visible programmes, which were introduced to improve their lot. They were instead treated like third class citizens in the country of their birth. As the downtrodden and makers of their own history, they were not allowed to participate in government.



After the 27th April 1994, the lives of the people began to change for the better. The new progressive and democratic government, which represents the interests of all South Africans, began to gradually address the imbalances caused by Apartheid. The democratic government introduced progressive programmes like the RDP, Masakhane Campaign, Batho Pele and Tirisano. In all these programmes, people were called to make inputs. The Masakhane campaign, for example, was designed to involve people to, inter-alia, pay for services rendered for them.

Programmes to improve service delivery were designed by government and did not involve the masses for comment and input. As a consequence of this oversight in planning and communication, many people were unable to participate in these campaigns. Since most of the documents, workshops and campaigns were prepared and conducted mainly in English, community participation was difficult. As a result, many people with good ideas were not provided an opportunity to express and articulate their ideas and became silent if not passive participants in these workshops. This made it difficult to realise the objectives of the Constitution and the Peoples Government which aimed at encouraging community stakeholder participation in matters affecting their day to day life.



At the time of the introduction of the Masakhane campaign, municipalities were struggling to restructure and to meet the challenges of addressing service delivery backlogs they inherited from apartheid. The Masakhane campaign was designed to reward those municipalities which could best incorporate community participation and meet the challenges of development oriented service delivery. As a result, the experience of Middelburg in successfully obtaining the Masakhane award may hold important insights and lessons for other municipalities struggling with similar challenges.

### **1.3. OBJECTIVES OF THE STUDY**

The study seeks to critically assess the role and participation of municipalities such as Middelburg in the Masakhane Campaign and to use the Middelburg example as a case study from which lessons can be drawn for other municipalities within South Africa. The study aims to achieve four main objectives and linked to them, some secondary objects, namely:

1. To develop an analytical framework for the evaluation of municipal service delivery campaigns
2. To provide an overview of the Masakhane campaign and discuss the strength and weaknesses of the campaign.
3. To identify how the Middelburg municipality responded to and implemented the Masakhane campaign. The secondary objectives include the following:
  - challenges for the Middelburg municipality in the implementation of the Masakhane campaign in their area of operation
  - factors that facilitated and contributed to the successful implementation of the Masakhane campaign in Mhluzi and
  - factors that constrained the Middelburg municipality from successfully implementing the Masakhane campaign

4. To identify the impact that the Masakhane campaign had on the lives of ordinary people. The secondary objective is to identify

- ways and means in which communities participated meaningfully in the campaign
- various forms of partnerships that developed during the period of the campaign

On the basis of the above, the study seeks to make suggestions and recommendations that could make positive contributions to critical Masakhane –like campaigns and programmes. Finally, the study illustrates that if people are brought on board, they usually participate fully.

#### **1.4. SIGNIFICANCE OF THE STUDY**

The significance of the study is that it highlights the importance of community participation, partnership and civil responsibility in the realization of the general aspirations of the people. Another significance of this study is its contribution to the existing written literature and documentation about the Masakhane Campaign in order to provide information about the campaign's successes and failures. This information could contribute to better policy formulation by our policy makers and municipal managers as well, which would in turn lead to the improved provision of service delivery by local government. As a consequence make a meaningful contribution in improving the living conditions of the people. Furthermore, the study serves as a pointer to the fact that it is important

that communities pay for the services that are provided to them. The study also makes a contribution towards public education and awareness of not only people's rights but also their responsibilities to building stronger responsive community oriented municipalities. It is hoped that the study would contribute to changing the mind set and attitudes of communities to seize opportunities for constructive nation building under the new dispensation.

## **1.5. RESEARCH DESIGN**

This section describes the research methodology used in this study. The study examines whether the Masakhane Campaign, as implemented by the Middelburg municipality brought about a better life for the community in the township of Mhluzi.



### **1.5.1. Research design and strategy**

The research methodology is a qualitative analysis of a case study. It is a well known fact that the positivist epistemology and ontology approaches have given primacy to quantitative methodology, while qualitative approaches have been used in exploratory stages of research. The constructivist approaches argue for the primacy of qualitative methods and techniques. In this research study, qualitative analysis with a drawing on constructivist epistemology and ontology was selected. The choice of the case study method lends itself to the use of a combination of qualitative and quantitative data which allows for triangulation of the evidence. The

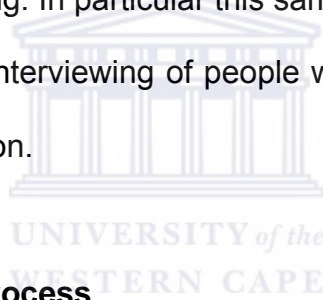
case study method is used as the main research strategy because it is best suited to developing an in-depth and detailed description and gathering of information about the Municipality of Middelburg and the experience of its people to the implementation of the Masakhane campaign. The case study arises out of the desire to understand complex real-life social phenomena and this approach lends itself well to the examination of contemporary events such as the Masakhane campaign.

The quantitative secondary data was obtained from the Department of Local Government in Mpumalanga, the local Transitional Council and research organisations, reports, agendas and minutes of the Transitional Local Council; press releases, speeches, statements, observations and narrations from elderly community members. The investigation relies on both distant and close observation of the Municipal officials and the communities they serve in Middelburg. From a distance, the desktop study involved surveying the available literature, reports and the internet for academic, popular, municipal and government documentation available on Masakhane. From much closer, the bulk of the fieldwork for the case study was conducted in Mhluzi Township during constituency periods from 2002 to 2005. The geographic area of the case study is the Middelburg Municipal Area, a town in the Nkangala district of Mpumalanga Province in South Africa. The information concerning Masakhane and its implementation in the Middelburg municipality was gathered by means of literature surveys, reviews and semi-structured interviews.



### **1.5.2. Population target and sampling method**

The fieldwork and collection of primary data involved the use of semi-structured individual interviews and open-ended discussions. These interactions were also used as opportunities to gather secondary data such as reports and statistics. The selection and characteristics of the sample was based on the officials and Councillors who dealt with the implementation of the Campaign. The purposive sampling strategy was chosen because it involves choosing people whose views are relevant to an issue and were involved in the decision making process which made their views worth obtaining. In particular this sampling strategy was chosen because it involves the interviewing of people with specialised knowledge about the issue in question.



### **1.5.3. Data collection process**

The fieldwork process of gathering information entailed visits to the offices of the Middelburg Municipality and the Cruywagen Library, where key role players involved in the Middelburg Transitional Local Council (TLC), and the Masakhane campaign were identified and interviewed. Interviews were conducted with a sample size of four councillors, and five municipal officials as well as eight residents of Mhluzi Township. All Councillors were interviewed and only three of the five officials assisted with the internal documentation. Furthermore, new interviewees were identified by means of purposive or snowball sampling (i.e. suggested by those already

interviewed). The main purpose was to allow the interviewees the opportunity to put forward their experiences about the Masakhane campaign. The interviews allowed the researcher to interact with councillors, officials and the community to collect opinions and observe attitudes among the respondents in a non-partisan manner.

Prior to the individual interviews the researcher arranged with the interviewees to use a tape recorder for the interviews. The interviewees agreed to the request. The interviewees were encouraged to share their personal opinions and experiences on the role of the Masakhane Campaign. In doing so, these questions were intended to give the researcher an overview of the officials' conceptual understanding of what Masakhane is all about and its effectiveness in bringing about a change in the lives of ordinary people in Mhluzi township.

In particular, the kind of information gathered, concerned the strength and weaknesses of the Masakhane campaign. In general, the many responses of the Middelburg municipality and its ability to confront the many challenges of the implementation of the Masakhane campaign was observed and noted. These involved identifying the factors that constrained and facilitated the successful implementation of the Masakhane campaign by the Middelburg municipality. Furthermore, the information about the impact that the Masakhane campaign had on the lives of ordinary people were emphasised and the ways and means in

which the Middelburg communities participated in the campaign was noted.

#### **1.5.4. Reliability, validity and interpretation of data**

Information was generally available and the only type of validity testing that was done in the study is content validity since this is a qualitative study. Mouton (2001:108) states that analysis involves “*breaking up*” the data into manageable themes, patterns, trends and relationships. The aim of analysis is to understand the different elements of the data collected through an inspection of the relationships between concepts or variables, and to determine whether there are any trends or patterns that can be identified or isolated in the data. The interpretation of data involves the synthesis of the data collected into larger coherent wholes. The interpretation of data involves taking into account rival explanations of the collected data and showing what levels of support the data provide for the preferred interpretation.

The first stage of data analysis is to prepare the data and transform it into a format conducive to interpretation. The main technique associated with semi-structured interviews is called content analysis. The purpose of which is to describe the content of your respondent’s utterances systematically, and classify the various meanings expressed in the material recorded. This could take the form of identifying the main themes expressed. The results of the semi-structured interview can be presented by blending

empirically obtained information together with your own interpretive comments.

One of the most common problems that may arise in the process of collecting qualitative data is the interviewer's bias, which is related to certain personal characteristics such as perceived affiliation, race and gender effects. Another common error is referred to as the research expectancy effect (Mouton 2001). This error involves the researcher subtly communicating an expectancy that the subject fulfils. The errors concerning social desirability arises when the interviewee says something that he feels he should say that will please the interviewer rather than saying what he actually believes.

Andrew and Hildebrand (1982) as cited in Ethridge (1995:20), define applied research as *“research undertaken specifically for the purpose of obtaining information to help resolve a particular problem.”* The difference between applied and basic research is the objective for which it is designed. The results from applied research do not automatically lend itself to other circumstances as the context and details may differ. However, since the current case study involves both basic and applied research in that the results could cautiously within reason be generalised, but the conclusions and recommendations will be very specific to answering the issues around the improvement of the living conditions and standards of the residents of Mhluzi township.

In summary, this chapter introduced the study by providing a brief background of the Masakhane campaign and the definition of Masakhane. This chapter defines the term “Masakhane Campaign” and traces its origin and implementation. The research problem is identified, the research objectives outlined and the significance of the study is stated. The research methodology employed by the researcher in order to collect and analyse the data for this study is described and explained. The results obtained during the data collection process will be presented in Chapters 3, 4 and 5.

## **1.6. STRUCTURE AND OUTLINE OF THE THESIS**

The rest of the study is organised into four chapters. **Chapter 2: Background and context of the Masakhane Campaign.** Further reviews and discusses the literature pertaining to the Masakhane campaign. Specifically, the chapter focuses on processes and criteria central to assessing the success of the Masakhane campaign. This is in turn used as a simple theoretical framework of analysis for evaluating the participation of the municipalities in the Masakhane campaign. In addition, the chapter also draws inferences from the literature consulted and concludes that the framework places human socioeconomic development concerns at the centre of the evaluation of the campaign to improve service delivery.

### **Chapter 3: Implementation of Masakhane in Middelburg and Mhluzi**

provides a descriptive overview of the political geography of the Middelburg municipal area. In addition, it briefly outlines the institutional arrangement, capacity and ability of the Middelburg municipality to implement service delivery. Another aspect discussed is the ability of the municipality to implement the Masakhane campaign based on the criteria mentioned above.

### **Chapter 4: Results and analysis of the application of the framework –**

This Chapter elucidate and discuss the findings and results of the fieldwork in terms of the research objectives outlined in chapter 1. It describes achievements such as collective and accountable leadership; community participation and access to skilled human and adequate financial resources as crucial to the success of the Masakhane campaign. Furthermore, it discusses the difficulties such as misperceptions and tensions which arose out of the affordability of payments for services provided by the Middelburg municipality during the implementation of the Masakhane campaign.

### **Chapter 5: Conclusions and Recommendations –**

this chapter concludes that the main objectives of the study were accomplished. The process for implementing the Masakhane campaign of community oriented developmental service delivery in Middelburg is documented. In particular, the changes that arose as a consequence of the campaign in Mhluzi

Township, is a case-study model for municipalities elsewhere, faced with similar challenges.



## **CHAPTER 2: BACKGROUND AND CONTEXT: THE MASAKHANE CAMPAIGN**

### **2.1 INTRODUCTION**

In general, the launch of the Masakhane campaign was to contribute to the political, social and economic transformation of the new South Africa by improving the way in which municipalities delivered basic services to communities and at the same time improve community participation in the delivering of these services. The campaign was intended to accelerate the implementation of the reconstruction and development programme by 'promoting a new way of thinking and doing things'. (MV Moosa: Minister of Provincial Affairs and Constitutional Development).

The chapter is organised into three aspects. The first aspect defines and discusses the objectives of the Masakhane campaign. The second aspect focuses on the Masakhane framework and 9 point benchmark criteria. The third aspect discusses other similar campaigns before concluding.

### **2.2. DEFINITION AND OBJECTIVES OF THE MASAKHANE CAMPAIGN**

The term Masakhane is made up of four syllables, *ma/sa/kha/ne* of which the syllable *akha* is the main one. The syllable '*akha*' is a verb, which means, "to build", construct or develop. The verb '*akha*' therefore means



the building or construction of houses or any other physical structure, homes, nations, communities, characters, cultures and traditions.

In short the Masakhane campaign is described as 'let us build each other'.

This definition is reflected in what President Mandela has to say when he launched the "Masakhane Campaign" in February 1995, namely,

*"Each brick that is used to build a wall is the result of many people's work (Speech delivered by former President Nelson Mandela with the launching of the Masakhane Campaign). The laying of this brick symbolises the building of our nation by all of us working together. Let us all build together and let us build each other."*

The concept "Masakhane Campaign" can therefore be defined as a partnership of a community determined to take responsibility for its own upliftment. It can further be argued that the Masakhane Campaign is about sustainable development, people's participation in governance and nations building.

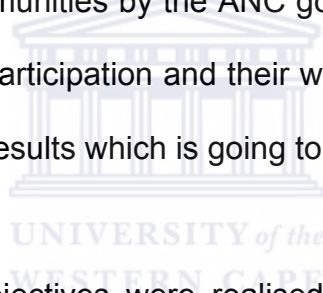
The Masakhane campaign was launched in 1995 by the then President of South Africa Nelson Mandela. The aim of this campaign was to contribute to the political, social and economic transformation of South Africa. The main reasons for the introduction and launch of the Masakhane campaign include:

- To emphasis the birth of the democratic dispensation
- To respond to the socio-economic challenges faced by South Africa
- To promote the participation of all citizen in their various formations

- To develop a new way of thinking and doing things

(<http://www.dplg.gov.za/documents/publications/masakhane/masakhaneintroduction.htm> 05/11/29)

The campaign aimed at uniting people and communities to act in concert in executing projects that are going to benefit the entire community. The Masakhane campaign, for instance, was a call by government for the working together of communities to achieve specific goals. It was in a way, an answer to challenges facing our country and not only, as perceived by many, a payment for services rendered. This is a campaign that was filtered down to the communities by the ANC government with a clear aim of soliciting their active participation and their working together in it for the achievement of sterling results which is going to benefit all and sundry.



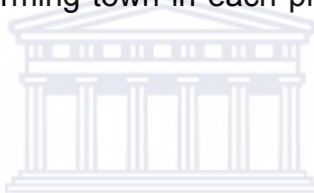
The abovementioned objectives were realised through the formation of public private partnerships that mobilised public, private and community resources. Communities were also mobilised in their greater numbers to participate and contribute voluntarily towards the development of their areas. In an attempt to involve these communities, processes and mechanisms were put in place to educate them about their rights and responsibilities in the new South Africa.

### **2.3 BACKGROUND AND CONTEXT OF THE MASAKHANE CAMPAIGN**

The Masakhane Campaign was launched on the 25 February 1995, by the first president of the all-inclusive democratic South Africa, namely; Nelson Mandela, at Marconi Beam, Koeberg. In his opening address, the President said, the Masakhane Campaign

*“...is a partnership of a community...to take responsibility for its own upliftment and a government which has assumed the responsibility...of the country’s resources in order to address the legacy of the past.”*

In translating the above into practice or reality, the National Government, on the 29 July 1996, launched what came to be known as the Masakhane Award, for the best performing town in each province in so far as service delivery is concerned.



The launch of this award took place in Pretoria, at the Union building and the then executive deputy President of South Africa, Thabo Mbeki presided over it. This Masakhane Award was realised through the partnership of the government and the private sector. Both parties contributed an amount of R100 000, 00 each to make the prize of R200 000, 00 for the town that is going to perform best in each province. The second part of this award was at the national level where all winning towns from each of the nine provinces will compete in the same way as it happened at provincial level. The difference at this level is that the award is higher than the provincial one. This award was also made possible by the government and the private sector by contributing R500 000, 00 each,

leading to a total of one million. This prize money is awarded to the town that has performed best in service delivery to its community than all other towns throughout South Africa.

The actual kick off of the Masakhane award started with the establishment of a Selection Committee in each province. These committees were made up of stakeholders ranging from organized business and labour, government, local government experts, non-governmental organizations, the South African National Civic Organization and the Development Bank of South Africa. Their task, inter-alia, was to check and monitor the norms and standards set out for qualifying for the award.

The criteria of the Masakhane award are a compilation of best practices in 6 areas against which municipalities would benchmark themselves and is the substance of the analytic framework. The criterion for evaluating the success of municipalities in the Masakhane award inter-alia, included the following (The Palmer Report (1995) and the Midelburg TLC file on Maskhane. (1995)

1. Community participation and social partnerships
2. Visible service provision and delivery
3. Payment for services and payment systems
4. Economic Development
5. Improved Safety and Security
6. Accountability via; (i) An effective ward system

## (ii) Nation Building

### 7. Public education and campaigns

The above criteria comprise the analytical framework against which municipalities were measured and will be used as a model for municipal service delivery and community participation. Each of these criteria is briefly discussed below.

#### **2.3.1. Community participation and social partnership**

Participation by citizens at various levels is essential to make democratic societies work, especially if the society in question is a developing society in the process of consolidating its democracy (Gran, 1983; Burkey, 1993; Emmett, 2000; Houston, 2001). Public participation is particularly important in the case of South Africa where - prior to democratisation - African, Coloured, and Indian communities were excluded from participation in decision-making processes through various statutory mechanisms such as the Group Areas Act and the Population Registration Act (Mkhondo 1993). According to the Constitution of the Republic of South Africa (1996) in Chapter 7, 152 (1b) and (1e) local government's development mandate is to alleviate poverty through service delivery and localised socio-economic development initiatives. The Constitution RSA (1996) in Chapter 7, 152 (1e) clearly states that local government must involve communities in matters of local government that affect the community. Participation necessitates a social

compact approach to decision-making processes aimed at deepening local democracy and the provision of improved basic service delivery (Middelburg Transitional Local Council 1996). The White Paper on Local Government (1998) stated that the efficient delivery of services requires decentralisation of local government functions. The assumption is that community participation will enable communication and sensitize the administration to the needs of the community. This means including all relevant stakeholder groups (eg NGO's and CBO's) where possible. Participation enables the community to be actively involved and to express their views more especially on decisions that involve their day to day life, hence; the issue of community ownership becomes important.

The government sees itself increasingly as playing the role of administrator or facilitator rather than the sole provider of services (World Bank 1997). For example government is required to enter into social contracts/compacts to form partnerships with the private sector and people/communities to ensure the delivery of services (Annual Report of the Department of Housing 1994). The provision of housing must be guided by the Constitution RSA (1996) Chapter 2, (26) where the Bill of Rights indicates that everyone has the right to access to adequate housing. This implies no discrimination and obliges Local Government to decentralise and combat poverty. To comply it is desirable that local government form partnership with and empower marginalised communities such as women, people with disabilities and youth.

### **2.3.2. Visible service provision and delivery**

During the apartheid era, most communities were neglected with regard to basic service provision. As a result, they registered their protest by not paying for some of the services that were provided to them. According to the Municipality Structures Act (1998)

*“Past policies have bequeathed a legacy of massive poverty, gross inequalities in municipal services, and disrupted spatial, social and economic environments in which our people continue to live and work.”*

Access to basic services is a constitutional right and local government is constitutionally obliged to provide services to address this legacy and correct the imbalances of the past. This requires that vast improvements be made in the quality and quantity of service delivery to all communities.

In South Africa, after the 1994 national democratic elections, local government is obliged to ensure the provision essential basic services to communities in a sustainable manner (Constitution RSA 1996, Chapter 7, 152, (1a), Public Service Commission Report 1995). The South African public has a right to expect excellent services from the public sector of which the municipality is part.

According to the Constitution RSA (1996) Chapter 7, 152 (1c) the municipality must give priority to the basic needs of the community and to promote the social and economic development of the community.

Communities are frustrated and express dissatisfaction with what is perceived as the slow pace of delivery. The principles of Batho Pele (1997) are a response to develop a good ethos, of efficient and community friendly visible service delivery. The delivery of services by local government should be accelerated and produce clear results as well as be visible to all residents (Local Government for the 21<sup>st</sup> Century: Department of Constitutional Development – 1999). In essence, Batho Pele means “Putting People first” and it is an initiative to encourage public servants to be service orientated and to strive for excellence in service delivery (Batho Pele Hand Book-A service delivery improvement guide- Department of Public service and delivery). The eight principle of Batho Pele include: Consultation; Access; Courtesy; Setting standards; Information; Openness and Transparency; Readiness and Value for money. According to the Batho Pele Hand Book, “Batho Pele” is and should be a doing principle in all service delivery and public sector intervention should be informed by the principles and spirit of Batho Pele.

### **2.3.3. Payment of services and payment systems**

An important source of local own revenue are charges which are directly related to the provision of public services. These charges contribute significantly to the growth of revenue of municipalities. Service charges and cost recovery is an essential part of financial sustainable service delivery which makes possible the provision of service mentioned above.



These charges related to the financial viability and capacity to finance the required municipal services. Many municipalities inherited from apartheid were experiencing financial stress and non-payment for services as a consequence many municipality were bankrupt and required intervention by the national government.<sup>5</sup> Many of the municipalities inherited from the apartheid regime were not financially viable and were dependent on grants from the national treasury. The Local Governments Systems Act (2000) argues for the need to ensure financial and economically viable municipalities.

Because of the level of unemployment and the depth of poverty prevalent in the black communities, people in black poor townships, such as Mhluzi in Middelburg, simply could not afford to pay for services rendered by the local authority. This further entrenched their reliance on the financial contribution from national and provincial government to finance many of the basic essential services such as water and electricity (Constitution of SA, ACT 108 of 1996).

According to the World Bank (1997), the capacity of the government to provide services is linked to its ability to collect revenue and to mobilise resources envisaged for projects. This occurs through economic growth and taxation. The financial and administrative capacity of local government is important factor influencing service provision. In this regard an important

---

<sup>5</sup> The financial assistance was provided by the national Department of Provincial and Local Government and the National Treasury in the form of intergovernmental transfers (e.g. grants).

starting point is to make it easy for those who can and want to pay for services by providing more pay points and more efficient financial administration of processing payments systems. Other financial administration innovations include accepting a larger variety of different forms of payment (e.g. cheque, cash etc). The municipality needs to ensure that mechanisms and processes are in place for the dissemination of information about operating hours for increased number of pay points.

#### **2.3.4. Economic development**

Local government, via its procurement and service delivery policies, exerts substantial influence on socio-economic development. Increased economic growth and development would lead to investment in infrastructure and improved service delivery capacity (SA 2000). In the Middelburg municipal area industrial growth gave rise to economic growth and development in for example the coal mining sectors. This sector provides an important source of revenues available to the treasury for public expenditure. The implementation policies to encourage Local Economic Development (LED) strategies directed specifically at impoverished communities in order to increase the possibility of people finding jobs, earning income, improve educational standards, and access to services contribute towards the creation of a better life for the local community. Local government procurement policies and allocation of tenders are important catalysts in stimulating economic development. For example the provision of basic household infrastructure by local

government is its main contribution to social and economic development. Economic development also contributes to alleviating poverty (White Paper on Local Government 1998 and Foundation for contemporary research May 2002).

### **2.3.5. Improved safety and security**

According to the Constitution RSA (1996), Chapter 2, 24 citizens have a right to a safe and healthy environment. Socio-economic growth and development requires a stable safe and secure environment for people to live, trade and work. Such an environment would also enable people to participate optimally in programmes of service delivery that affect their daily lives.



### **2.3.6. Accountability**

There is need to enhance trust relations and deepen the newly established democracy and democratic practices in South Africa. As mentioned above one of the objectives of local government is to provide democratic and accountable government for local communities (Constitution RSA 1996). The community needs to be kept informed about how the municipality is run, how much it cost and who is in charge. The process of accountability and deepening democracy requires the involvement of communities at community ward level. Such practices should also contribute to building social cohesion among previously divided communities in an effort of nation building.

### **2.3.7. Practical campaigns and activities**

The values of engaging people in public campaigns are many. They range from providing a place to conduct public education, awareness raising and engineer the changing of behaviour (Middelburg TLC file (1995). Campaigns also provide opportunities to reach a large number of people who can participate and be educated about local government policy. Hlope (2001). "Political Analysis: Political Parties, Campaigns and Election Results".

### **2.4 SUMMARY**

This chapter defined the term Masakhane and explained the context and vision of the Masakhane campaign. The Masakhane campaign provided an important framework for service delivery prior to the legislation of the Integrated Development Plan (IDP). The criteria for evaluating the campaign placed people at the centre of the municipalities' duty to provide visible service delivery to the community they serve. Community participation and social partnership, visible service provision and delivery, service payments and payment systems, economic development, safety and security, public education and campaigns as well as accountability are crucial components of the framework. The framework provides a simple model for analysing the service delivery efforts of municipalities such as Middelburg.

## **CHAPTER 3: IMPLEMENTATION OF MASAKHANE IN MIDDELBURG AND MHLUZI**

### **3.1 INTRODUCTION**

The previous chapter discussed the background, context and criteria for evaluating the Masakhane campaign. This chapter focuses on the implementation of the Masakhane campaign in the municipality of Middelburg and the township of Mhluzi.

The chapter is organised into 3 sections. The first aspect provides a description of the area of Middelburg and Mhluzi. The second aspect provides a picture of the transformation of the Middelburg municipality, its institutional arrangement, capacity and resources available for service delivery. The third aspect provides a description of how the Masakhane campaign was implemented in accordance to the 6 point bench mark. The criteria areas that comprise the analytical framework were discussed in the previous chapter before summarising.

### **3.2. DESCRIPTION OF MIDDELBURG AND MHLUZI**

This section describes and discusses the municipality of Middelburg and provides the context for the implementation of the Masakhane campaign in the area between 1994 and 1998, with specific reference to Mhluzi as the case study of the research.

### **3.2.1. Political geography of Middelburg**

The town of Middelburg is situated in the province of Mpumalanga in South Africa. Mpumalanga is one of the nine provinces that make up South Africa.<sup>6</sup> During the apartheid years, Mpumalanga was called the Eastern Transvaal. It is predominantly a rural area which is divided into two main regions, namely, the lowveld and the highveld regions. The highveld region of Mpumalanga is in the main an industrial and mining area. Middelburg is situated in the highveld area of Mpumalanga and forms part of the economic backbone of the province since it is surrounded by a number of steel industries and coal mines. The Middelburg Municipality has been renamed the Steve Tshwete Local Municipality in 2004.<sup>7</sup> Mpumalanga is situated in the eastern part of South Africa bordering Swaziland and Mozambique, (Figure 3). Mpumalanga means sun rise. It has an excellent network of roads, railway connections and airports. Nelspruit is the capital city of the province. Agriculture, Tourism, Coal mining, dairy production, wood production tropical fruit and sugar production, wood production gold mining and forestry are the main economic activities of the province. Mpumalanga is responsible for the production of about 80% of South Africa's coal. Mining electricity, forestry, agriculture and tourism accounts for about 41, 4% of the GDP of the country and as a result is the fourth biggest contributor to the GDP of the country. Mpumalanga has an estimated population of about 3.2 million. According to census 2001, about 27, 5% of the people at the age of

---

<sup>6</sup> Steve Tshwete was a member of the ANC national executive committee and former Minister of Sports and Safety and Security.

20years are illiterate and 27.4% are unemployed. (Labour Force Survey, March 2005). The principal languages spoken in Mpumalanga are the following: Swati spoken by 30% of the population; IsiZulu spoken by 26, 4% of the population and IsiNdebele spoken by 12.1% of the population.

Apart from the above-mentioned languages, Sepedi, Sitsonga and Setswana are also spoken in various parts of Mpumalanga (SA Year Book-2005/06). Middelburg, on its own, is also surrounded by a number of suburbs and one black residential area called Mhluzi with a number of extensions adjacent to it as reflected in the Municipal Area Map of Middelburg (Figure 4). The town of Middelburg was originally part of the Lydenburg Republic in the then Transvaal of 1857. It is Reverend JH Neethling of Stellenbosch who in 1850 recommended that the town be renamed from Nazareth to Middelburg. In October 1874 it was agreed that Nazareth be called Middelburg as it was situated in the middle of Lydenburg and Pretoria

Prior to the dawn of democracy in South Africa, Africans and Coloureds in Middelburg, like in any other residential area in South Africa were brutally oppressed. Life itself was a path full of thorns with no prospects of a bright future for them. The future was bleak and full of frustration, stress and poverty.

The savage attack of apartheid on the rights and living conditions of the Black people in Mhluzi Township, a black residential area in Middelburg,

caused great harm to the dignity of the communities. These obnoxious policies were condemned by the people of Mhluzi and praised by the white people in Middelburg. There literally existed two worlds in one. Only white residential areas enjoyed all privileges and rights that one could think of. On the other hand, all the Black residential areas went through untold suffering, poverty and deprivation caused by apartheid oppression and brutality.

The dusty streets and dark nights in Mhluzi Township brought despair to that community. The Mhluzi Town Council, which was run on their behalf by white officials who were imposed upon them by authorities of the Middelburg town council never represented the aspirations of the people of that community. In most of the white residential areas, amenities and services like electricity, clean water and tarred roads were the exclusive rights of those communities. In the township, the bucket system was the only service that was provided for that community. Most jobs were reserved for white people and Blacks could only be employed as coalmine workers and refuse removal 'boys'. The term 'boys' was used by Apartheid South Africa to refer to African, Coloured and Indian workers/labourers who were in their employ.

The township was very dirty and the so-called boys employed by the Middelburg Municipality always kept the town clean. It was actually in 1911 when Blacks in Middelburg were relegated to cheap labour status whereas



skills were reserved for whites only. This was done through the passage of the so-called Native Labour Regulation and the Mine Works Act. The passage of the squatters' Act, which, in my view was the forerunner of the so-called Land Act of 1913 brought about more misery to that community and made most of them homeless (Mkhondo 1993.)

### 3.2.2. Socioeconomic description of Middelburg

Table 1 Indicate that in 1996 a total of 135 412 people lived in Middelburg.<sup>8</sup> The majority of the people living in Middelburg are Black of which the African section of the population is the largest, followed by the Coloured and then Indian.



**Table 1: Population of Middelburg by Groups**

| Persons                 | 1996          | 2001          |
|-------------------------|---------------|---------------|
| African                 | 91224         | 91224         |
| Coloured                | 3530          | 3530          |
| Indian                  | 1900          | 1900          |
| White                   | 37747         | 23541         |
| <b>Total Population</b> | <b>135412</b> | <b>142772</b> |

**Source:** Census 2001

The majority of the people are Zulu speaking followed by Afrikaans, Ndebele and Sepedi. In Middelburg, the total number of males in 1996 were 66 900 and females were 65 389.<sup>9</sup>

<sup>8</sup> The population has increased to 142772 by 2001 which suggest that it is a growing municipality

<sup>9</sup> This is explained by the presence of a number of mines which attract male mine labourers which are housed in the township of Mhluzi. The largest numbers of males are young men between the ages 15-34 and are employed on the mines. Again the largest numbers of females are between the ages 15-34. In general the overwhelming majority of

Prior to 1994 there were also four different types of education systems in the Greater Middelburg. There was an education system designed for Africans, one for coloureds, one for Indians and one for whites. The one designed for Africans was known as Bantu education and aimed at making African students hewers of wood and drawers of water. It was an inferior type of education, which degraded the dignity of the African child and student. At the end of the day, it was aimed at producing 'abiding' teachers, police, warders, social workers, "Baasboys" and "Induna's". The terms 'baasboys' and 'indunas' were used under Apartheid to refer to those workers/labourers who were 'trusted' by their bosses. Figure 3 below indicate that the majority of the people of Middelburg have secondary education and the second largest group have attained Grade 12 (Matric). This suggests that the average number of people living in Middelburg is literate.

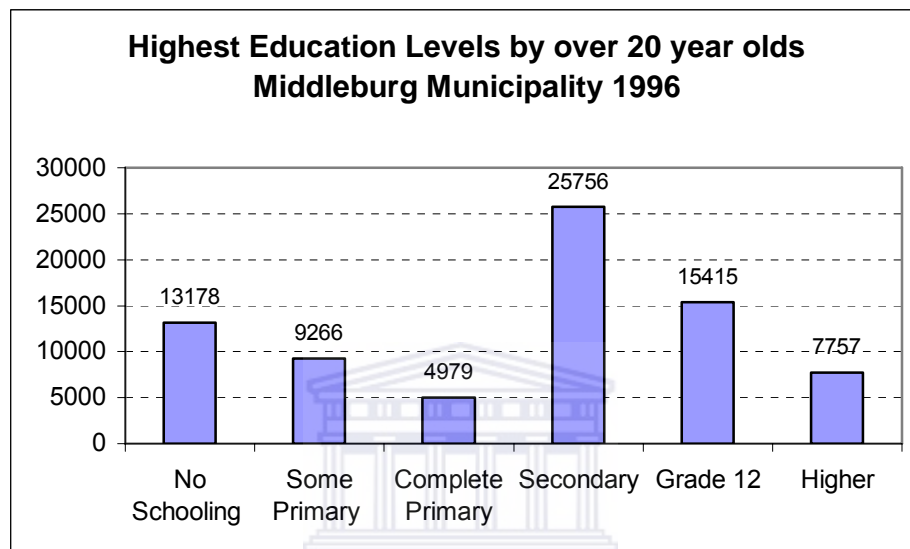
Middelburg is one of the towns in Mpumalanga which has a number of coalmines around it. The number of people (males and females) between the ages 15 and 64 account for approximately 87 000 of the labour force. According to Census (1996), the number of people in Middelburg who are employed totalled 47 678 and the number of people who are unemployed were 11 574. This suggests that in 1996, about half the labour active population was employed, however, the figure does not indicate the type

---

the population of Middelburg ranges between 15 and 64 which make it one of the most matured population groups in South Africa.

of employment which could vary from permanent to temporary or self employed type jobs.

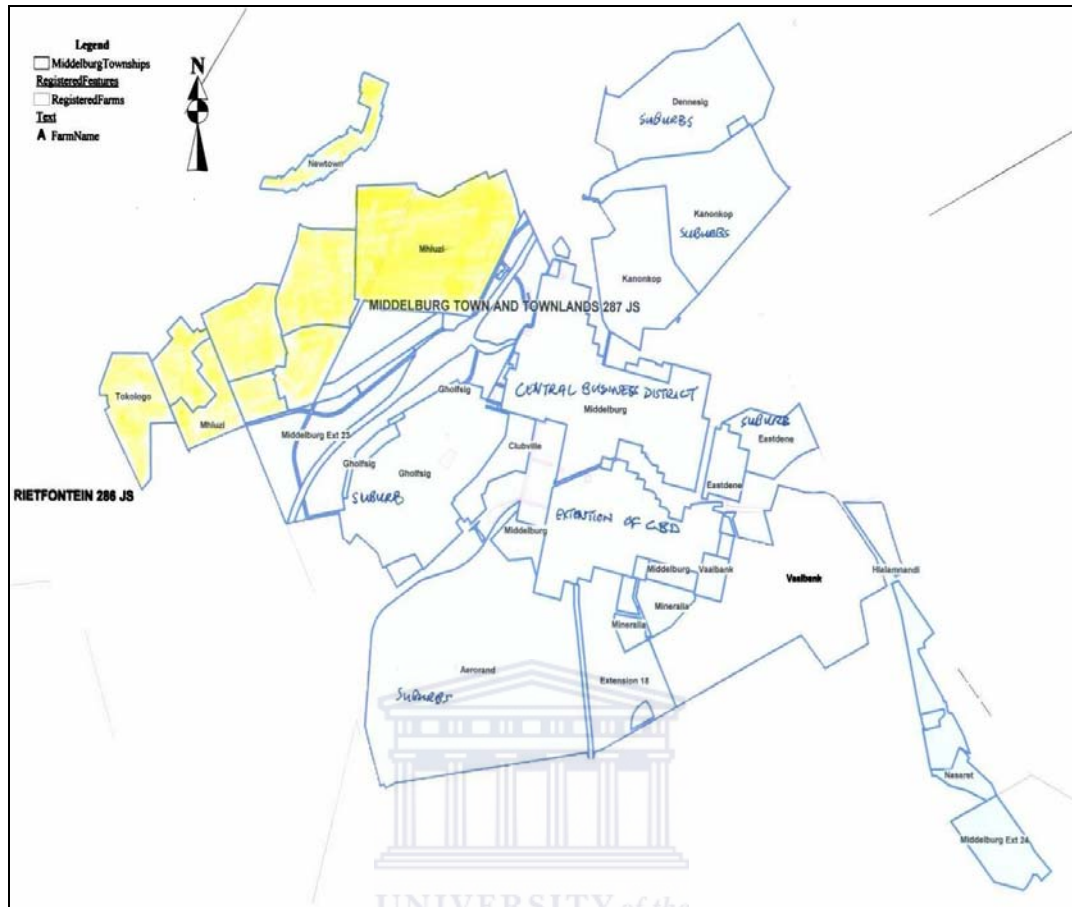
**Figure 3: Highest Education Levels attained by over 20 year olds in Middelburg 1996**



**Source:** Census 2001

Figure 4 below indicate that there are a number of residential areas around Middelburg, of which, whites occupied those just next to the central business district. Whites are mainly concentrated around areas known as Kanonkop, Clubville, Mineralia, Dennesig and Gholfsig. Africans are staying at about five kilometres out of Middelburg in a township called Mhluzi. This township has got about 150 000 inhabitants. Coloureds and Indians have got their own residential areas known as Nasaret and Eastdene respectively.

**Figure 4: Map of Middelburg Town and Townlands**



**Source:** Middelburg Municipality

Anecdotal evidence (speaking to people on the ground or suggested by evidence provided in interviews) contradict the Census data and suggests that in Middelburg there are more people employed than unemployed.<sup>10</sup> Most of the people employed are from Middelburg and other areas outside Mhluzi Township, while the overwhelming majority of the unemployed is concentrated in Mhluzi Township and peri-rural areas of Middelburg (e.g. Doornkop, KwaMakalane and Kwa-Zamokuhle). Mhluzi Township is

<sup>10</sup> Using the COSATU and SACP expanded definition of unemployment to include those who are able to work but are not seeking employment for various reasons (e.g. structural employment) the estimated number of people unemployed increases considerably

situated next to the town of Middelburg and is the focus of this study. The generally low levels of education (i.e. secondary school and grade 12) also suggest that the overwhelming number of jobs occupied by the majority of the people of Middelburg is low level jobs. Indeed, Census 1996 confirms that the majority of the employed are in the elementary occupation category.

In 1996, of all those employed, the majority of the people earned between R401 and R800 per month (gardeners and domestic workers), and a significant group of people earned less than R400 per month. This suggests that a significant group of people were earning well below the living wage as suggested by the COSATU living wage campaign of R1500 (COSATU 1994). Approximately 21 228 people earned less than R800 while 378 people earned more than R25 000 (Census 1996). This indicates the vast levels of income disparities which exist in Middelburg which is predominantly a poor area that is in turn linked to the low level of education mentioned above.<sup>11</sup> There are 36 229 households in the municipal area, however, the number of households, according to the Municipal's own estimates is 37 978 (Census 2001 & Municipal Document submitted for Vuna Awards 2003). The average number of people per household in Middelburg is five (Census 2001 data base and interview anecdotal evidence). The state of need and living conditions of the people of Mhluzi can be deduced by using the access to municipal basic services

such as the type of dwelling, electricity, water, and sanitation and refuse removal as indicators.

**Table 2: Sources of energy for lighting**

| Households  | 1996  | 2001  |
|-------------|-------|-------|
| Electricity | 23757 | 27059 |
| Gas         | 203   | 55    |
| Paraffin    | 1286  | 624   |
| Candles     | 8156  | 8331  |
| Solar       | -     | 66    |
| Other       | 1     | 95    |

**Source:** Census 2001

In Middelburg, most people live in low income but formal type dwellings (Census 2001 data base). Table 2: indicates that the major source of energy is electricity followed by candles, paraffin and gas, and this is significant and indicates that a large portion of the population do not have access to modern energy forms. Electricity users are mostly situated outside of the Mhluzi Township, whilst most households around Mhluzi Township did not have electricity. Residents of this township depended on paraffin, candles, coal stoves and firewood to keep the night fires burning. The number of households that did not have access to legal electricity connections was 9 354 (Census 2001, Municipal Document submitted for Vuna Awards 2003).

This is another indicator of the level of inequality and poverty that exist in Mhluzi. Access to water was a serious problem in the sense that residents

of Mhluzi had to fetch water from taps that were installed at some of the corners of certain streets. Taps were only installed in their residences a few years prior to 1994. According to Census (2001) the number of households in the Water Service Authority Area (WSA) that did not have access to potable water supply within 200m of the dwelling was 4 822 (Census 2001, Municipal Document submitted for Vuna Awards 2003). After 2000 almost every household gained access to water which is installed inside or outside the dwelling.

Furthermore, the number of households that had access to a ventilated improved pit-latrines was 7 275 (Census 2001, Municipal Document submitted for Vuna Awards 2003). According to Census (2001) the number of urban households in the Middelburg service authority area that did not receive a weekly refuse removal service was 6 466 (Census 2001, Municipal Document submitted for Vuna Awards 2003). Refuse and sanitation is attended to on a daily basis.

There was only one clinic in Mhluzi Township and the one and only state hospital did not render free services for the Black Communities. Only whites benefited from the public hospital. Most of the shortages and backlogs in service delivery mentioned above refer to the informal settlements and peri-rural areas of Mhluzi.

### **3.3. TRANSFORMING LOCAL GOVERNMENT IN MIDDELBURG**

Currently, as opposed to the previous regime's local government structure, the following structure is operating: The Middelburg or Steve Tshwete Local Municipality is a category B municipality. This means that Middelburg shares a municipal executive and legislative authority in its area with a category C municipality, namely the Hendrina municipality, within whose area it falls. A category B municipality is further divided into 6 types. Middelburg falls under the municipality with a mayoral executive system combined with a ward participatory system (Constitution Act 108 of 1996 and Local Government Municipal Structures Act 117 of 1998).

Under the Apartheid regime, local authorities attempted to create Black puppets and stooges drawn from Black community members of the Greater Middelburg. They wanted people to accept the fact that whites in Middelburg are superior to Blacks and that by virtue of being white everything that you do is right and you are normally an intelligent individual. They also wanted the Black community of Middelburg to believe that because of their short hair, they are not intelligent and their capacity to reason is as short as their hair. Whites in the Greater Middelburg also boasted about the fact that the colour of their skin is their profession and that they can be employed anywhere in Middelburg. In almost all social activities in and around the Greater Middelburg, there were distinct signs of separate facilities and amenities for Blacks and whites. At all shops in and around town, they displayed these signs of 'whites only' and 'non-



whites' or "slegs Blankes" or "Nie Blankies". Even in the streets, at traffic light stops during the heat of apartheid in Middelburg, it mattered not who has the right of way, it has been an accepted fact that whites, and in particular, white females must be given the right of way, otherwise, you are in for a high jump. You can either be locked up and or given a traffic offence ticket and even face the danger of losing your job.

The authorities in Middelburg used to invite Black Priests to Black schools to give sermons on communism and terrorism to young and tender minds. They poisoned young minds of all African school kids in and around Mhluzi Township by indoctrinating them with racist propaganda. They portrayed the political parties that were fighting the evil apartheid regime and capitalism as communists and terrorists who are bent on bringing chaos to our townships and country. All those Blacks who dare speak about politics that does not talk well of apartheid were brutally suppressed. They divided the African community by using the African puppets and stooges to inform them on the plans and activities of these politicians.

Even though such people did exist in and amongst our people, the moment they were exposed by the people in the community they were shunned and sidelined. Whites in Middelburg tried by all means to destroy or dilute the culture of the Black communities of Mhluzi by making them to feel inferior for practicing their rituals and to praise and appreciate their rituals, traditions and cultures. African languages were regarded as

second languages and very few whites had an interest to learn any of these languages. The few learned African community members of Mhluzi Township began to speak both English and Afrikaans in their homes. They began to communicate with their children in English and began to undermine all those who spoke an African language. So was the position with those few rich African business and educated people.

This racist propaganda had an adverse effect on most African, coloured and Indians in and around the Greater Middelburg like any other part of South Africa. Even though this was so, our people never accepted this racist propaganda without challenge. In an attempt to curb or stop the militancy and opposition of the community of Mhluzi to this racist propaganda, the Middelburg Town Council introduced what came to be known as the Black Community Authority, as it was the case throughout South Africa. This was an extension of the Middelburg Town Council, which was meant to govern or take charge of Africans in Mhluzi Township. It was a puppet structure that was designed to further oppress the African people in Mhluzi Township. Even though all faces on the executives of this structure were Black, it was in essence a puppet structure that was used to extinguish the veld fires that were (together with the winds of change) were beginning to challenge and shake the very same foundation on which apartheid was built.

The black administrations did very little to improve the welfare of the Black community of Mhluzi Township but instead further ruined it by increasing rates and taxes randomly and without consultation. They were, as puppets, taking orders and instructions from their white bosses in town and implemented them as instructed. These reforms, which were cosmetic and chocolate, coated, were opposed and totally rejected by all Black communities in and around Middelburg and the entire country. Communities regard these reforms as means to try to divert them from the real challenges that face them in the Greater Middelburg. Like all other attempts, Black local authorities in the Mhluzi Township did not succeed and failed dismally because they were meant to degrade, undermine, frustrate and ruin them further in life.

The transition of local government from its apartheid form to a progressive and democratic form of local government took place over three phases viz: the pre-interim phase; interim phase and final phase. For the purposes of implementing these phases and monitoring their proper implementation, a forum which constituted components of both statutory and non-statutory were put in place. These two components then became known as the Local Government Negotiating Forum (LGNF) and the MEC for Local Government in the province was charged with the task of ensuring that this structure functions properly, had a balanced representation and discharges its mandate to the best of its ability. One of its main functions was to define the boundary of the area under its jurisdiction.

The Pre-Interim Phase is defined by the local government Transition Bill 1993, as “the period commencing at the date of commencement of this Act and ending with the commencement of the interim phase”. This phase refers to the period before the elections for local government. It had to deal with the crisis of service delivery at local level. Its main objective is to ensure that service delivery at local level is adequately provided during the interim phase and also to see to it that all residents pay for all service rendered unto them by local government. For the above to be realized, specific issues had to be addressed which had to be identified as being problematic? Interim Local government structures had to be put in place to replace the old order. These structures it was maintained are more acceptable to our people and are not based on racial lines. Such structures reintroduced the culture of paying for service rendered since they will be more representative.

It was felt that Black Local Authorities, which were apartheid created structures imposed on communities, have failed to deliver to our communities. They were instead delivering unto their families and themselves. Therefore, as a result of non-delivery of services to residents, there was nothing for them to maintain in so far as services are concerned. It was therefore agreed that during this pre-interim phase, all services rendered were to be followed up and maintained by local government.

The Pre Interim phase laid the bases for the transition from the apartheid styled local councils to local councils based on democracy. It also dealt with the destruction of local government councils as created by the apartheid regime and replaces them with interim councils as outlined in chapter ten of the Interim Constitution of 1993. It also dealt with the establishment of a multi-party control of all local government resources. The establishment of this structure exercised joint responsibility and authority on all assets of the new council. The pre-interim phase was responsible for the establishment of an interim political structure. It established for instance local negotiations forums. This forum encouraged local negotiations and to see to it that they are inclusive. Local forums were also assigned the task of coming up with relevant proposals for the establishment of a democratic local government. The Local Government Negotiation forum (LGNF) paved the way for the establishment of the interim Local Council (ILC) in the pre-interim phase.

After the establishment of the interim structures, the role of the negotiation forum changed. The Interim Local Government Councils (ILC) replaced the then racially defined constitutional structures of the old order. These local government bodies, were temporary structures and ran local government in the pre-election phase and they were also responsible for the preparation of local government elections. These elections took the form of appointed Interim Local Councils (ILC's). These structures will govern at local council level until the interim phase and the end of the final

phase, which will culminate in the establishment of the local government municipalities in the proper sense of the word and which shall have been established on the elections as provided for in both chapter 10 of the interim constitution of 1993, and the 1996 constitution of South Africa. According to this Constitution, elections shall have to be conducted for local government and councillors shall have to be elected to represent wards and others will be elected on the proportional representation (PR) list.

The Interim phase is defined by the local government Transition Bill 1993, as “the period commencing immediately after elections for transitional councils of local unity as envisaged in section 10 of the Interim Constitution and ending with the implementation of final arrangements to be enacted by any competent legislative authority.” As envisaged and agreed upon by all parties in the Local Government Negotiation Forum (LGNF) in the pre-interim phase, the Member of the Executive Council (MEC) for local government in Mpumalanga province, established the Transitional Council of Middelburg in terms of Section 7 (1) (b) (i) of the Local Government Transition Act, 1993 (Act NO. 209 of 1993) Annexure C of Proclamation number one, 1994 deals with the practical, and economical, transitional measures which includes amendment and repeal of certain provisions of legislation at local level.

All parties, because of practical and economic considerations, had to agree on a number of issues pertaining to local government, which include inter-alia, the following; On Middelburg, the transitional local council agreed that the TLC shall be called the Town Council of Middelburg and its members as Town Councillors. In so far as the coat of arms was concerned, it was agreed that it was the property of the newly established TLC of Middelburg, which now includes Mhluzi Township, Eastdene and Nasaret.

The assets, both movable and immovable, liabilities, rights and obligations of the dissolved local structures as created by the racist's regime, in Middelburg, Mhluzi, Eastdene and Nasaret was transferred to the newly created town council of Middelburg which is now all inclusive. The by-laws and regulations that govern the towns of Mhluzi and Middelburg, respectively, the parties have agreed, shall remain in force in the new TLC of Middelburg until the new Town Councillors repeal or amend them. In so far as the resolutions taken by the dissolved apartheid created local councils of Middelburg, Mhluzi, Eastdene and Nasaret are concerned, these were be deemed to be resolutions of the amalgamated TLC of Middelburg.

Parties also agreed that all budgets of the dissolved Mhluzi and Middelburg City Councils of the budget year 1994/5 financial years shall have to be amalgamated to suite the new arrangements of the TLC.

Furthermore it agreed that the amount that was allocated to the then Mhluzi Town Council of Middelburg should have to be used to finance a number of capital projects within Mhluzi. Annexure E of the proclamation deals and addresses the question of finance, services and service rendering. The Transitional Councils then initiated a program for;

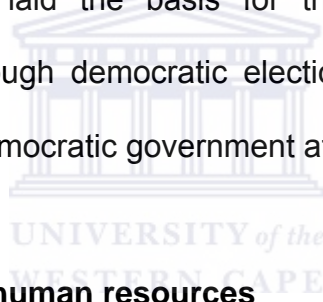
- The rendering of Municipal services
- Rendering and maintenance of services
- Improve, upgrade and extend service delivery within its scope of operation.

Furthermore, it was the responsibility of the TLC to see to it that all persons residing in its area of operation be provided with basic services like, water, sanitation, transportation, electricity, primary health, education and safety and security. Of all the above-mentioned basic services, top on the list was the delivery and provision of services that will meet the basic health requirements of all community members of the newly established TLC of Middelburg. Parties also agreed on the medium term goal, which was the provision of services that will satisfy and conform to the basic requirements for sustained economic activities for each residency and the community at large.

The long term goal, upon which the parties agreed to, was the provision of services to promote equal and fair access to all residents of the Middelburg TLC. Finally, all parties were in tandem that municipal



finances, “should be based on the principle of one municipality, one tax base”, irrespective of sex, color, race, creed and political affiliation and that tariff structures that shall be introduced will have to be in line with reality so that they can address the question of poverty and unemployment. Parties also agreed that residents have to pay for all services rendered to them by the TLC of Middelburg. These and many other measures that have been agreed to and helped a great deal in preparing the residents of the newly established TLC of Middelburg for the establishment of the structure of local government or municipality which is truly representative. In a nutshell, one can argue that, the establishment of the Transitional Local Council in Middelburg, laid the basis for the establishment of local government proper, through democratic elections, which introduced the TLC and ushered in a democratic government at local level.



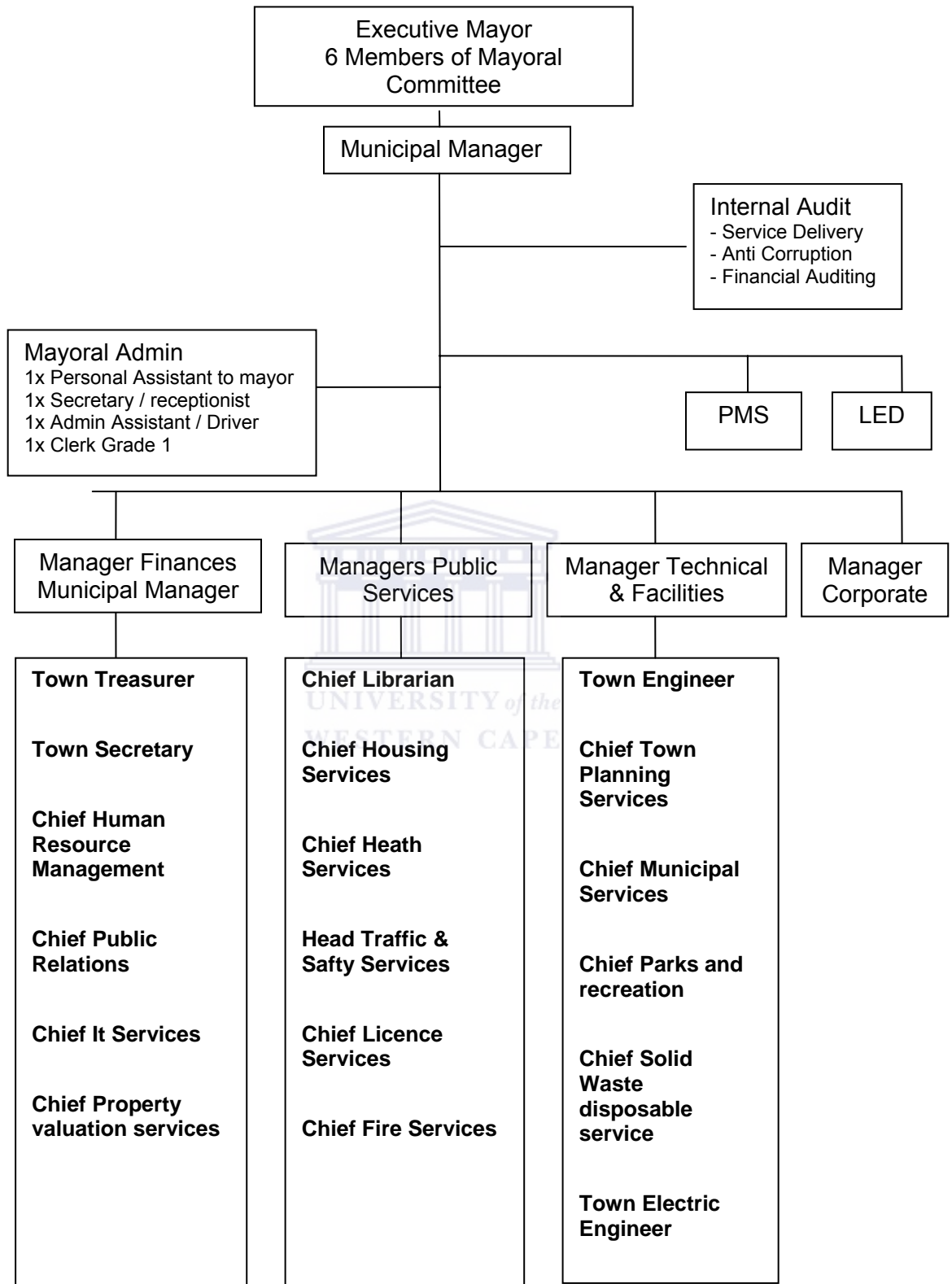
### **3.3.1. Institutional and human resources**

The institutional arrangement between the Middelburg Municipality and how it links up with National Department of Provincial and Local Government and the Mpumalanga Provincial Government is guided by the philosophy of intergovernmental and cooperative governance approach adopted by South Africa. It demonstrates the establishment of the three tiers of government in the new dispensation. Since 1994 in democratic South Africa, service delivery is provided to local communities on a non-discriminatory basis via the local government in terms of the third tier system. However local governments provide this service with the

assistance and cooperation of the other two tiers of government namely National and Provincial Government.



**Figure 5: Institutional representation of Middelburg Municipality**



**Source:** Middelburg Municipality

Figure 3 above provides an institutional representation of the Middelburg Municipality management structure. The total number of staff employed by the Middelburg municipality was less than 1000 employees. This is also corroborated by a study on municipalities workforce conducted by Sibanyoni (1998). Table 3 below indicates that African males comprise more than two-thirds of the workforce of the Middelburg Municipality.

**Table 3: Middelburg Municipal Workforce Composition 1994-1998/9**

| <b>Middelburg Municipal Workforce Composition 1994-1998/9</b> |              |                |              |
|---|--------------|----------------|--------------|
| <b>Population Group</b>                                       | <b>Males</b> | <b>Females</b> | <b>Total</b> |
| African   | 589          | 113            | 702          |
| Coloured  | 5            | 2              | 7            |
| Indian  | 0            | 3              | 3            |
| White   | 125          | 79             | 204          |
| <b>Total</b>  | <b>719</b>   | <b>197</b>     | <b>916</b>   |

**Source:** Sibanyoni (1998)

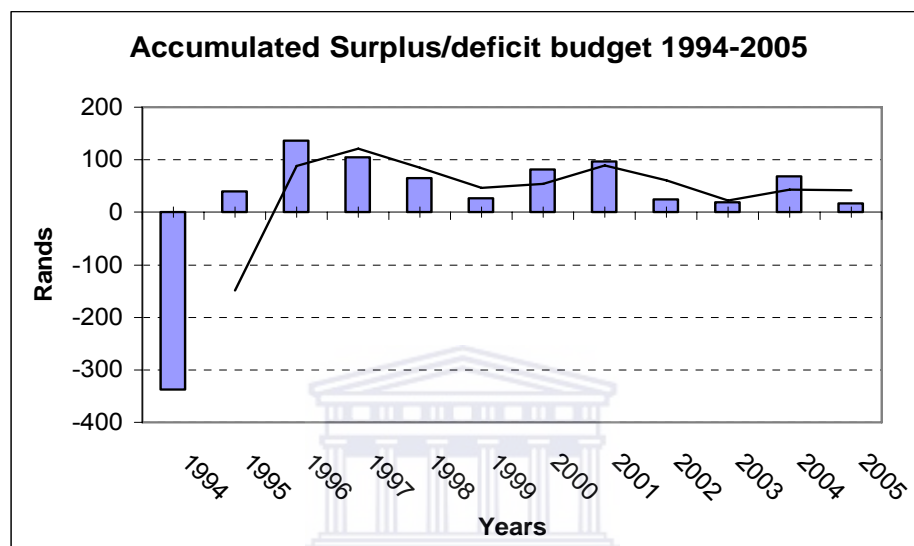
### **3.3.2. Financial resources and capacity**

The budget for the Middelburg municipality is large relative to the size of the municipality. Figure 6 below indicate that the Middelburg Municipality has since 1994 been operating on a surplus budget. This means that municipality revenue received is greater than the expenditure.<sup>12</sup> The trend line does however indicate that the surplus is decreasing overtime. The growing capital budget also bodes well as it suggests returns in future and

<sup>12</sup> Expenditure service operating cost include electricity services, finance & administration, roads, parks and recreation, water services, refuse services, sewerage services, health services, public services, community services, executive & council, planning & development and housing services.

improved infrastructure capacity, however the operations budget is still large, particularly salaries which comprise more than 30% of the operations budget and could be reduced further.

**Figure 6: Middelburg Accumulated Surplus /deficit 1994-2005**



Source: Middelburg Municipality

From the information provided in table 4 it appears that the municipality is capable of raising and collecting own revenue however it is less than 25 percent of the revenue received and expenditure budget.<sup>13</sup>

<sup>13</sup> Own revenue income sources include internal recoveries, property rates, electricity charges, water charges, refuse charges, sewerage charges, interest earned, agency services fees from licenses and fines, grants and subsidies and other income.

**Table 4: Middelburg Municipal Budget Summary 1994-1998**

| <b>Middelburg Budget Summary 1994-1998</b> |               |               |               |               |               |
|--|---------------|---------------|---------------|---------------|---------------|
| <b>Description</b>                         | <b>1994/5</b> | <b>1995/6</b> | <b>1996/7</b> | <b>1997/8</b> | <b>1998/9</b> |
| Surplus/deficit                            | 337.816       | -40.333       | -136.427      | -105.078      | -65.439       |
| Revenue                                    | -83.896 726   | -107,911 480  | -118.622 205  | -130.574 132  | -138.593 962  |
| Expenditure                                | 84.234 542    | 107.871 147   | 1118.485 778  | 130.469 054   | 138.528 523   |
| Capital                                    | 20.026 400    | 22.937 640    | 38.239 780    | 43.016 080    | 44.917 822    |
| Own Funds                                  | 17.311 400    | 21.359 640    | 22.729 780    | 27.811 080    | 33.827 822    |
| District Council                           | 2.105 000     | 1.678 000     | 14.310 000    | 12.845 000    | 11.090 000    |
| Government                                 | 610 000       | -             | 1.200 000     | 2.360 000     | -             |

**Source:** Middelburg Municipality

This suggests that the municipality is dependent on others sources such as the district council, provincial and/or national government (e.g. equity grants) for revenue to fund expenditure. These grants pay for the bulk of the operations budget and service delivery.

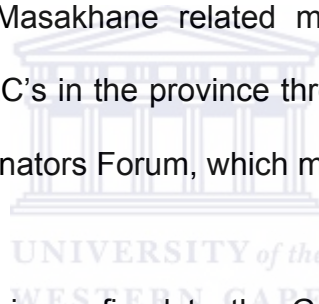
The next section turns to a discussion about how the Middelburg Municipality implemented the Masakhane campaign.

### **3.4. IMPLEMENTATION OF MASAKHANE**

For the practical implementation of Masakhane the Mpumalanga province was divided into four regions and regional coordinators was appointed for each of the four regions. Each of these coordinators was assigned a fieldworker to assist them in the execution of their duties. The fieldworkers were specifically responsible for a given number of TLC's and TRC's in his or her region of deployment. The regions into which the Mpumalanga province was divided is reflected below with an indication of the number of fieldworkers allocated to each of them.

| Name of the Region        | Number of Fieldworkers |
|---------------------------|------------------------|
| 1. Eastvaal               | 02                     |
| 2. Highveld               | 03                     |
| 3. Kwandebele             | 02                     |
| 4. Lowveld and Escapement | 01                     |

The Mpumalanga province consists of a total number of 53 TLC's, out of which 48 of them participated in Masakhane. As a result, a total number of 48 coordinators were appointed on a fulltime basis and their main task was to report and discuss Masakhane related matters and to share their experience with other TLC's in the province through a structure called the Masakhane Local Coordinators Forum, which met monthly.



The focus of this study is confined to the Greater Middelburg TLC, of which Mhluzi Township is the case study in this instance. Participating towns in the region include: Amersfoort, Balfour, Barberton, Belfast, Bethal, Carolina, Delmas, Ermelo, Groblersdal, Highveld Ridge, Kriel, Kruger Nation Park, Lydenburg, Middelburg, Nkomazi West, Nelspruit, Nkomazi East, Piet Retief, Pilgrims Rest, Standerton, Volkrus, Wakkerstroom, Waterval Boven, White River and Witbank (Appendix 6).

The success achieved by the Middelburg Municipality was recognised when the town received three Provincial Masakhane awards for

Mpumalanga in 1996, 1997 and 1998. This set a benchmark for local authorities in South Africa. The greater Middelburg TLC, as an active and enthusiastic participant in the Masakhane Campaign, compiled the following strategy for implementing the Masakhane Campaign, which is more or less in line with the 7 criteria analytic framework as proposed by the evaluating Committee. The strategy, which is generally known as the Greater Middelburg TLC “Mayor’s Strategy” follows closely the 7 point criteria analytical framework and is discussed below:

#### **3.4.1. Community participation and social partnership**

During the amalgamation in 1994 the Municipality introduced a system that allowed the community to express themselves about matters concerning their needs. These were prioritised into the budget draft document for execution and feedback meetings were held. A social compact approach was used whenever a project or projects are envisaged. Communities are organised to workshop the project in order to facilitate their participation in its implementation. Non-government organisations and groups such as South African National Civic Organisation (SANCO), Chamber of Commerce, Students and Churches are used to facilitate the projects. The Masakhane coordinator attended form meetings regularly.

Workshops with the community are held to explain how the council functions concerning the budget processes and financial management. The ward councillor is the mainly responsible for liaison between the



municipality and the community. In the Mhluzi area of the town Zulu or Sotho is used for communication purposes while English or Afrikaans is used in other areas. Nation building exercises including sporting activities, festivals, cultural activities and workshops were organised to build a united and socially coherent communities. These were designed to address the divisions imposed by the apartheid regime and the racial intolerance among the different communities in Middelburg.

A special effort is made to contact and communicate verbally with the illiterate. Posters are used in such a way that even the illiterate could understand. Door to door pamphlets were used to inform the communities or wards about meetings and to convey short messages that do not need person interaction with councillors and/or officials. The local newspaper (The Middelburg Observer) also covers short articles about council activities, resolutions, budgets, debates and announcements. In addition efforts are made to use community radio stations such as Ikwekwezi, Igwalagwala for announcements, messages and interviews. The South African Broad Coast Television (SABC TV) has already featured Middelburg more than three times since 1994. These features were interviews about various projects concerning the provision of housing, streets and parks.

### **3.4.2. Visible service provision and delivery**

Mhluzi Township was one of the most neglected townships around Middelburg. The then Mhluzi town Council under apartheid never bothered itself to improve the lives of the people of this township. Streets and other infrastructure was a mess and there were no amenities at all. After the dawn of the democratic dispensation in South Africa in 1994, things began to change for the better. Firstly, for the first time in their lives has the community of Mhluzi take part in genuine democratic elections. Secondly, after the appointment of the interim structure of local council which replaced the apartheid structure, councillors folded up their sleeves and got down to business.

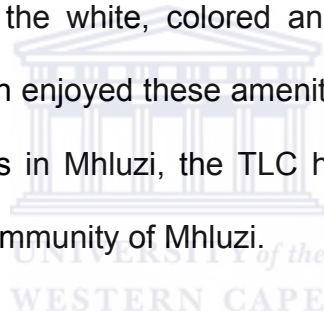
Amongst the first thing that they did was to reconstruct the dusty and narrow streets of Mhluzi Township, so as to bring them on par with the streets in areas around Middelburg. In mid 1994, the Interim local structure started to construct 42 kilometers of streets in Mhluzi and continued on an annual basis to tar the whole streets of Mhluzi. As we are saying now, there is hardly any street in Mhluzi Township that is not tarred. Apart from the construction and tarring of streets, the interim local government structure also addressed the question of storm water drainage in Mhluzi. The storm water drainage system came as a the blessing to the community of Mhluzi Township.

In the past, after having rains it was very difficult for the people in that community to move from one point to the other, because the rains which caused floods and mud throughout the township. Today, there is hardly any street without storm water drainage. This system has helped the community to a large extent since these floods and mud no longer occur because of the development of the streets of that township. The streams of water caused by the heavy rains are now channelled through to storm drainage systems. The Local Council has also embarked on the installation of the new water meters and currently, every household in Mhluzi has got a new meter system for reading the usage of water by each household. Apart from the above, the interim local council further uplifted living standards of Mhluzi Township by delivering the following basic services, which the community needed more than ever before, namely;

- The installation of street lights throughout Mhluzi. As it is currently, there is literally no street in Mhluzi Township that does not have street lights.
- Pay points for rates and taxes (rental for services rendered) have been spread throughout the township. People do not have to walk for long distances to go and pay their rates and taxes. These points have been brought next to their houses; as a result, payment for services provided is no longer a problem.

The Transitional Council of Middelburg also made life very easy for its community by installing new generation proof electricity prepaid meter

systems. This system helped people to control their electricity. What this means is that all community members or different households could buy any amount of electricity that they can afford. Today, there is hardly any street in Mhluzi that has got no sidewalks for pedestrians. All these sidewalks have been fully paved. The construction of these sidewalks has reduced the number of accidents to a large extent. In the past pedestrians were knocked down by motorists because they were walking in the streets since there were no sidewalks where they could walk. Pavements and sidewalks were only found in town and white residential areas. The Middelburg TLC has also erected a number of parks in Mhluzi Township. In the past it was only the white, colored and Indian residential areas around Middelburg, which enjoyed these amenities. Over and above these fully equipped new parks in Mhluzi, the TLC has also constructed a big swimming pool for the community of Mhluzi.



To further beautify Mhluzi, the Greater Middelburg TLC also planted trees in most of the streets of Mhluzi. The stadium in Mhluzi, which was vandalized by irresponsible people, was also renovated including the tennis courts and basketball courts. To maintain the beauty of Mhluzi, the TLC had launched what became known as the “Clean and Green Project”, “Keep South Africa Beautiful” and the “Mhluzi Tidy Town Committee”. All these committees met the approval of the community since they were part of it. They fully participated in all these committees. Furthermore, apart from the above, the TLC also supplied all the households and some

streets in Mhluzi with dustbins and refuse bins free of charge so as to further improve the removal of refuse in the township.

Other amenities that has been renovated and improved in the Greater Middelburg are the Mhluzi community hall and its parking bays, the Mhluzi clinic, Nasaret Clinic and community hall. The TLC also built an extra clinic at Mhluzi and also supplied a number of mobile clinics so as to make it easy for community members to easily reach a clinic when the need arise. When it comes to housing the community of Mhluzi, the TLC created a number of jobs by building a total number of 812 houses in extension 2 in Mhluzi, 1509 in extension 8, a total number of 1600 in extension 7, a combination of 1600 RDP and credit linked houses and flats in extension 18 and a total of 500 houses in extension 22. All these extensions are situated around the Greater Middelburg and have gone a long way in solving the housing problem that affects the Africans in particular. In order to maintain these projects, the TLC had a maintenance budget of not less than R24 965 325 per annual.

Consumer complaints are attended immediately on a 24 hour call response basis. More than R43 million is spent on capital projects this is important because it improves the services delivery capacity of the municipality. Since 1994, 42 kilometers of streets have been constructed in Mhluzi at a total cost of R17 million and the process is continuing. Mhluzi proper (old Mhluzi) has been completely tarred. A total of 5 km of

street lights in Mhluzi have been installed at a cost of R1.3 million and more. Some of the side walks have been paved. The storm water drainage system was improved at a cost of R4,76 million for the whole of Mhluzi. New water meters numbering 5500 have been installed in Mhluzi at a cost of R2.8 million. Electricity prepayment meters have been installed in all households in Mhluzi at a costs of R4 million.

In Extension 2 of Mhluzi more than 812 RDP houses have been completed. In Extension 7 and 8 more than 1600 and 1509 RDP houses were built respectively. In Extension 18 a combination of 1600 RDP credit linked houses, private and rental units were built. In Extension 22, about 500 credit linked houses were built.

More than R85 000 has been spent on the acquisition of playing equipment for various new parks in Mhluzi. A project of R250 000 was spent on erecting fences around the Mhluzi stadium. And a 'clean and green project' was launched in conjunction with 'keep South Africa beautiful' and the 'Mhluzi tidy town committee'. A total of 3000 new dustbins have already been supplied free of charge in order to improve the refuse removal exercise. The Mhluzi town hall has been upgraded at a cost of R1.2 million. The Nesaret Clinic and Community Hall have also been upgrades at a cost of R200 000 (The Greater Middelburg Transition Local Council 1996).

### **3.4.3. Payment for services and payment systems**

The question of arrears which was caused by non-payment for services rendered was also discussed by all political parties across the board and all agreed that these arrears had to be written off so that communities can start on a clean slate. This move or decision, they believed, would go a long way in encouraging communities to start paying for their services.

Apart from the abovementioned service delivery, the TLC also addressed and involved its community on a number of issues like budgets and finance, how the TLC functions, the importance of paying for services rendered, social compacts for projects and the relationship in the three tiers of government including the environmental and tidy town awareness through ward meetings, which are conducted by ward councillors for purposes of giving the communities feedback. The Middelburg TLC has also introduced discounts on all assessment rates for prisoners, the aged and community members with disabilities. In so doing, the TLC has won the hearts and minds of all senior citizens in the Greater Middelburg and is enjoying their full support.

The installation of prepaid electricity meters and the addition of more pay points have facilitated service charges and revenue collection. A total of six new payment points have been completed. Altogether there are now 10 pay point's closer to the residential areas and workplaces covering the whole of the greater Middelburg. The operating time for pay points has

been extended to 56 hours per week in order to make it more easily accessible to those that work. Payments are monitored on a monthly basis and strategy for payments arrears is in place. This includes responding monthly to all defaulters and involves the wards system. The result has been an average consumer payment rate of above 90%. As a consequence of the excellent payment rate Middelburg ended the 1996 to 1999 financial year with a surplus of R2 214 368 00 which is more than the R 2 million better than the small surplus originally expected (The Greater Middelburg Transitional Local Council File 1996).

#### **3.4.4. Economic development**

In 1995 the council approved an attractive industrial land incentive scheme. An immediate result was an increase in economic growth of more than 6% and today Middelburg is ranked the second fastest growing town in South Africa. Feasible studies are conducted to develop industrial clusters and techno-parks for the downstream beneficiation of our stainless steel from Columbus. International investors have showed interest and have already made investment commitments. In the area of tourism the Kruger Dam and Botshabelo have been privatised.

There is anecdotal and visual evidence that several (about 50) jobs were created by the many LED projects (e.g. the Strawberry Farm Project and the Tidy Town Project). In its efforts to combat poverty the Strawberry Farm Project conforms to Black Economic Empowerment (BEE)



requirements to share ownership with people from the townships and the Tidy Town Project employed most marginalised women drawn from the Mhluzi Township. Most of the jobs created by these projects have become permanent sources of employment and have contributed to poverty alleviation.

#### **3.4.5. Improved Safety and Security**

In so far as the safety of the community around the Greater Middelburg is concerned, the TLC has, with the involvement of the community established “Police Forums” and what is called “Neighbourhood Watch” structures so as to cater for the community’s safety. The community police forum and neighbourhood –Watch Structures are becoming effective by the day and mass community participation in fighting crime is increasing. Increasing more post have been advertised for police reservist. Watch towers with paid guards have been installed in the main parking lots and crime and car thefts have decreased dramatically. In each street in town, there are people who look after people’s cars and this move to a certain extent contributed towards the creation of jobs in the Greater Middelburg and has also contributed a lot towards the decrease of criminal offences. An effective on motor-bike squatter control unit has been established. The traffic control staff was increased to deal with crimes other than traffic offences.

### **3.4.6. Accountability**

Ward agreements and declarations are in place. Local Masakhane Pledges is in place as well as all relevant agreements with stakeholders. Arrangements with indigent persons are made with the council. Tariffs are made as affordable as possible.

### **3.4.7. Public education and other campaigns**

Parties had also agreed that there is a need to inculcate a spirit of payment for services rendered. As a result, it was agreed that residents had to be educated on a re-budgeting process. This arose as a result of a feeling that residents had become accustomed to the utilization of their resources and income on other matters than paying for services.

## **3.4. SUMMARY**

This chapter described the political geography and discussed the socio-economic features of the Middelburg municipal area prior and post apartheid with a view to provide a picture of how apartheid influenced the service delivery needs of the communities in area. In Middelburg the majority of the people live in the Mhluzi Township are black and poor.

The institutional structure and administration of the Middelburg Municipality is outlined and its human and financial resources and capacity to deliver services in a sustainable manner that meets the needs to the people in the community that they serve is discussed. The evidence

indicates that the Middelburg Municipality is in the process of transformation and that it had access the required financial resources to finance the much needed services.

The chapter also provided an overview of how Middleburg Municipality implemented the Masakhane campaign. In particular describes the services it provided to the community of Mhluzi. The participation and implementation of services in each criteria of the analytic framework for evaluating the Masakhane campaigns is discussed.

The Masakhane Campaign was indeed a great success in the Greater Middelburg thanks to the commitment of all the role players. The people of the Greater Middelburg are holding their TLC and the administration in high esteem and continue to do so because of the visible and concrete changes in their townships and Middelburg at large. Even though, a lot is still to be done to improve their lives, at least, they are content with the progress they have made thus far. Hence, they all, young and old, protect and defend these achievements with jealousy. According to them, these are their collective achievements that are why they are all proud of it, more so that they were the only town and TLC to win the National Masakhane Award, apart from the two provincial awards that they also won. In my view, it is indeed a great achievement for this community of the Greater Middelburg and in particular Mhluzi Township.

The next chapter provides an analysis of the implementation of Masakhane in the area of Middelburg and Mhluzi.



## **CHAPTER 4: RESULTS AND ANALYSIS OF THE APPLICATION OF THE FRAMWORK**

### **4.1. INTRODUCTION**

The previous chapters discussed the implementation of Masakhane in Middelburg and Mhluzi. This chapter provides an analysis of the results of the implementation process. The focus is to make explicit the reasons for successes and failures by highlighting and explaining the reasons for the constraints and successes.

The chapter is organized in 4 sections. The first section discusses the effectiveness with which the campaigns were implemented. The second section identifies the factors that facilitate the successful implementation of the Masakhane campaign. The third section discusses the factors that constraint and impeded the implementation of the campaign. The fourth section draws the lessons for other municipalities before concluding

### **4.2. THE EFFICACY OF THE MASAKHANE CAMPAIGNS**

Generally speaking, one can argue that initially the Masakhane Campaign was not that effective and did not reach out or filter down to all communities because of the fact that people were not very keen to participate in it since it had no meaning to them. In attempting to address that shortfall, the National Government had to introduce what came to be known as the Masakhane Focus Week from the 1<sup>st</sup> to the 7<sup>th</sup> September

1997 as part of the process of deepening the support and participation of communities as well as civic structures, NGO's, trade unions and business to agree with the broad objectives of the campaign. Furthermore, the launch of the Masakhane Award both provincially and nationally was also aimed at attracting and drawing in local support and participation through their TLC's and in particular local councillors. Only after the latter two components of the Masakhane Campaign were introduced, did it begin to ring a bell to our various communities at local level. It was only at this point that people began to support and fully participate in this campaign. Further research on this campaign will further prove that support does not necessarily presuppose success and that those for whom it is intended can achieve success through, inter alia, active participation. For instance, in Mpumalanga, out of a total number of 53 TLC's, the Masakhane Campaign only succeeded in one single town, namely, the Greater Middelburg TLC (Greater Middleburg Transition Local Council 1996). It can further be argued that the Greater Middelburg TLC did not only perform best among other towns/TLC's in the Mpumalanga province but in the whole of South Africa, that is why this TLC won two provincial Masakhane Awards between 1994 and 1998 (Apendices 2, 3 and 4). These awards were won because, inter-alia, the Greater Middelburg TLC involved to a large extent, all its immediate communities in all activities that has to do with their daily life.

Furthermore, the active and diligent involvement and commitment of all councillors in realizing the goal of making the Masakhane Campaign a success in the Middelburg TLC, has tremendously contributed to all the success that is so visible, in the Greater Middelburg. The impact that this campaign has made in the Greater Middelburg has been effective in the sense that local communities around Middelburg began to speak, appreciate and value with pride the practical and visible changes that this campaign has brought to their lives. Most of the amenities and infrastructure, which were denied to them by the previous regime, were brought to them through, inter-alia, the Masakhane Campaign.

Its positive effectiveness was also felt, not only throughout the Mpumalanga province but also in the entire Republic of South Africa. People and third tier governments, through the breadth and length of our country began to admire and speak about the sterling job well done in the Greater Middelburg. Even the Palmer Report (1995), which conducted 15 case studies throughout South Africa, on behalf of the Department of Constitutional Development, to assess the effectiveness of the Masakhane Campaign, selected the Middelburg TLC, as one of the towns for their assessment.

Apart from the above mentioned criteria document, evaluation of all participating Transitional Local Councils (TLC's) was also done in tandem with a local Masakhane strategy, which was compiled by all Mayors of the

provinces. This strategy was decided upon at “The Mayors for Masakhane Summit” which took place in Witbank during 1996. According to this Summit, each participating TLC in the province should develop its own action plan in which their short, medium and long-term objectives and budgets are reflected. There are a number of other campaigns, projects and programs that were introduced around the same time as the Masakhane Campaign. Most of these projects were known as the Presidential Lead Projects.<sup>14</sup>

Apart from the above-mentioned campaigns, there were other campaigns that were introduced around the same period. It is my contention that these campaigns revolving around the Masakhane Campaign formed an integral part of the Masakhane Campaign in the sense that they were all aimed at speeding up service delivery to our communities. There is no way in which you can talk about any of them without mentioning the Masakhane Campaign. In my view, I argue that the National government, after realizing that the Masakhane Campaign has not been well understood in a larger part of the country, once more popularized it through the Masakhane Focus Week and at the same time looked at some of the projects which formed part of the Masakhane Campaign and began to implement them to make up for areas in the country where the Masakhane Campaign was not well understood for various reasons

---

<sup>14</sup> The following are campaigns or projects, which were known as Presidential Led Projects/Campaigns: They include: the primary school nutrition project; the culture of learning project; the primary health care project; the Katorus project; the working for water and the land care Campaign and Community based Public Works program



ranging from a lack of interest to reluctance in actual participation in the campaign itself. The implementation of these other campaigns were necessary because our communities were promised a better life and this better life could only be realized through the speedy delivery of these basic services which forms part of the Masakhane Campaign. If this was left in the hands of the TLC's only, it could have meant that delivery of the basic needs would have taken place in the Greater Middelburg only, because, they are the only TLC in the whole of South Africa that succeeded 100% in the popularization and implementation of the Masakhane Campaign.

The evaluation period in Mpumalanga took place over a period of seven months, during 1997. The Palmer Report (1995) make mention of the Greater Middelburg's TLC's commitment and proactive management in the running of that TLC. The report further mentions the visionary leadership in "correctly sequencing events in order of importance" as one of the main reasons why Middelburg is held up as the example to other local authorities (TLC's) throughout South Africa. The above-mentioned statement is a further pointer to the effectiveness of the Masakhane Campaign. If, and only if, this campaign was correctly implemented in all TLC's throughout South Africa, it would have had similar effects in those areas where it was applied. For so long as communities are not made part of the campaign, there is no way in which it can succeed and be effective and bring about a change in the lives of our people. This campaign, like all

other campaigns which were aimed at bringing about a better life to our people in the Greater Middelburg was very relevant and appropriate because, this is what they have been struggling for throughout their lives. Under apartheid, Black communities, throughout South Africa, were treated by the racist regime, as hewers of wood and drawers of water. Because, South Africa was characterized by rigid class distinction, African people, in particular, were regarded as third class citizens of South Africa. The Masakhane Campaign and all other related campaigns since 1994 were relevant in that they brought about change in their lives. They began to enjoy electricity, clean water, telephones, tarred roads, streetlights and many other amenities, which they were denied during the apartheid era.

#### **4.3. FACTORS THAT FACILITATE AND PROMOTE MASAKHANE**

Under the apartheid regime, communities were not involved in local government. Officials were imposed on them and took decisions about their lives on their behalf. Insofar as development and service delivery was concerned, these occurred on an unequal basis. There was disparity and inequality of services and facilities. In other areas, service delivery amounted to zero.

*“A nation’s democratic values and culture will find their meaningful and concrete expression at local government level”*

As Pravin Gordhan (MP) 1996 suggests above it is at local government level where communities experience democracy. The introduction of a local government elected by the people themselves led to speedy delivery

of services and a qualitative change in the lives of communities. By being part and parcel of the development of their area, they for the first time in their lives feel that they are part of government and that their contribution towards development is recognised by their immediate authorities.

The success with which the Municipality of Middelburg implemented the Masakhane Campaign in the township of Mhluzi can be attributed to factors such as loyal, committed visionary leadership and relatively strong community organizations cooperation as well as a relatively stable and healthy tax base which made Middelburg municipality relative to other local authorities unique. These factors are briefly discussed below.

Middelburg's leadership's ability is captured by their grasp of the vision of the Masakhane campaign as a path to building a better future for their people. This vision was developed and collectively owned by the municipal and community leaders. Unlike what happened in most of the municipalities the Middelburg TLC at the time was united and operated as a collective despite coming from different political backgrounds. They believed in consultation with the masses before taking any concrete decision that would impact on the lives of the communities. In most of the other areas this was not the case, decisions were taken on behalf of the communities and imposed on them.

Another feature of the bold leadership was its preparedness to take decisions which were perceived to be unpopular. Even though the TLC believed in constant consultation with the community in some instances they had to take decisions which did not auger well with the community but were for a good purpose. Some TLCs were paralyzed as they were afraid of taking unpopular decisions because they did not want to lose their popularity.

Although most of the leadership in the Middelburg TLC comes from a strong political background (eg ANC, NP, and DP), they were experienced and could easily agree on the provision of services as prescribed by the criteria of the Masakhane campaign. In the TLC's the leadership that came from the non-statutory component were either councilors under the then apartheid system with very little experience, and allowed themselves to be manipulated by their experienced white skilled counterparts thus misrepresenting their community and organisation mandates.

A consequence of the high level of experience among the political parties which existed in Middelburg (eg ANC, NP and DP) the leadership was able to persuade the community to support the local TLC and also defend the services that were provided to them. In other areas the domination of one party on the one hand and the spontaneous mushrooming of splinter groups in the community could not be brought together because the message that was sent by the leadership was confusing.

The presence of strong industrial environment (eg Mines) within the area meant that wealthy mines were able to contribute to the tax base of the municipality. The municipality also had strong financial reserves and resources. These mines also for example sponsored schools student bursaries and served as reservoir for employment provision.

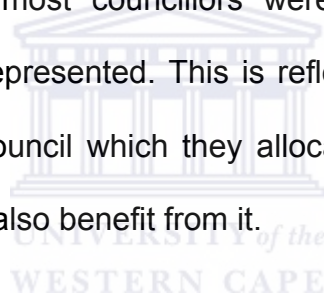
#### **4.3. FACTORS THAT CONSTRAIN MASAKHANE**

The Masakhane Campaign had to tackle a range of challenges, including misperceptions, low levels of activity by stakeholders, apathy and a lack of clarity about the objectives of the campaign. The perception that the Masakhane campaign was about payment of areas and services filtered down to the communities and led to tensions and hostility between communities and councillors. To a large extent this tensions lead to misunderstanding and divisions within the community and allowed opportunists to take advantage of the confusion. The confusion retarded municipal service delivery and the resolution of challenges faced by both council and the community.

Parties identified two main problems in so far as affordability is concerned. Firstly, it was agreed that for as long as tariffs for services rendered are calculated along racial and segregated budgets, it would be very difficult to achieve the criteria of affordability. As a result, it is imperative and urgent that a single budgetary process be introduced on the basis of a “one city

one tax base". The second part of the problem is the stark reality that most Black residents could not afford to pay even the minimum amount for services rendered due to poverty and unemployment. It was agreed that mechanisms had to be put in place to address this reality. Inter-alia, it was agreed that internal subsidization and other processes had to be put in place by local government so as to assist and address the problem of affordability for the extremely poor people.

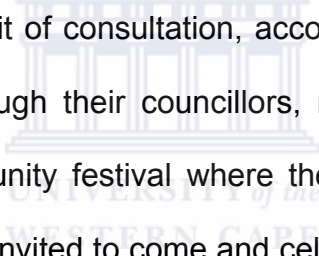
A third problem identified was the imposition of decisions taken on behalf of the community by council was a major challenge. These impositions were due to fact that most councillors were not accountable to the communities that they represented. This is reflected in the contracts and tenders advertised by council which they allocated to the next of kin for reasons that they would also benefit from it.



#### **4.4. MIDDELBURG AN AWARD WINING MODEL MUNICIPALITY**

The commitment of the Greater Middelburg TLC in seeking new ways of providing services to all and sundry began to change the lives of ordinary people in the area and began to push back the frontiers of relative poverty giving a glimpse of a better life for all its communities around the Greater Middelburg. As a consequence the Greater Middelburg Town Council, were chosen as the best TLC in the province as well as nationally. For the provincial certificate of Excellence, the Mayor of the Greater Middelburg was invited to Pretoria by the office of the then Deputy President of the

country, Mr T Mbeki where this award, in the form of certificate of excellence and a cheque to the value of R200 000 was awarded to the Mayor on behalf of the Greater Middelburg Town Council for being the best and one and only town in Mpumalanga that implemented the Masakhane Campaign or program very successful. Between 1994 and 1998, the Greater Middelburg TLC won two provincial awards and one nationally where it was also rated the best town both provincially as well as nationally. For being the best town throughout the country, Middelburg was awarded both a certificate of excellence and a cheque to the value of R1000 000 (one million).



In keeping with their spirit of consultation, accountability and report back, the TLC convened, through their councillors, report back meetings, the TLC organized a community festival where the entire community of the Greater Middelburg was invited to come and celebrate their achievements. The community was really head over heels over the great achievement. Because of these achievements and the development of their areas, the communities pledged that they would continue to give the TLC their unwavering support in everything that they are doing to improve the quality of life of the people. One reason, which one can attribute to the success and achievements of the Middelburg TLC, is the tangible and visible delivery of services to its communities.

Furthermore, the cooperation of the community in so far as the payment of services rendered is concerned, also needs to be applauded. Another good move by the TLC is that it always took its community on board in whatever decision they took on matters that affect the day-to-day life of the people. The TLC's succeeded in their efforts to improve the quality of life of its communities because, inter alia, they worked as a united team and were convinced that collective leadership, consultation and accountability were their key words in whatever they were doing.

Furthermore, throughout the Masakhane Campaign, they strictly adhered to the guidelines as provided by the National government for the realisation of their noble goals. From the hard work that the TLC has put to acquire and achieve their noble goals, I personally want to argue that they really deserved these awards, because of the accelerated and efficient manner in which they executed their mandate. Furthermore, I also wish to concur with the TLC that they strictly adhered to both the long and the short-term objectives that they have set for themselves. The then Member of the Executive Council (MEC) for the Local Government and Housing in Mpumalanga had this to say about Middelburg,

*"I highly commend Middelburg, a town which is indeed a worthy recipient", because in this town, Masakhane was working and working well"*

He then thanked the people of Middelburg for the full support they gave to their council.



The Palmer Report (1995), which was compiled by a research group instituted by the department of Provincial and Local Government, also applauded the Middelburg TLC for a job well done. According to that research report, the secret behind the success that was achieved by the Middelburg Town Council was due to the vision that the leadership of the Middelburg TLC displayed in sequencing events in order of importance. Middelburg performed well in each criterion namely: community participation, service delivery, visible delivery, payment systems, payment of services rendered, social partnerships, improved safety and security, nation building, accountability and economic development that was used to select the best town at both provincial and national level.

#### **4.4. SUMMARY**

This chapter analysed the ease and difficulty with which Middleburg was able to implement the 7 criteria for evaluating the Masakhane campaign. The Middelburg TLC fulfilled all of the above criteria that is why it won the two Provincial and one National Masakhane awards between 1994 and 1998. Because of these excellent and outstanding performance by this TLC, both the then MEC for local Government and Housing and the Palmer Report (1995) which conducted fifteen case studies through the breadth and length of our country, of which Middelburg Town was part of, concluded that the Middelburg TLC and town should be regarded and recognised as the model for all towns and TLC's in South Africa.

Many municipalities found that factors such as a lack of clarity about the objectives of the Masakhane campaign, the confusion, tensions and divisions, caused by misperceptions that the campaign was about payment of arrears and services, low levels of activity by stakeholders, and apathy. Most Black residents could not afford to pay even the minimum amount for services rendered due to poverty and unemployment. The imposition of decisions taken on behalf of the community by council was a major challenge were constraints to the provision of service delivery and slowed down the implementation of the Masakhane campaign. The factors that facilitated the provision of services and contributed to the Middelburg Municipality' successful implementation of the Masakhane campaign includes: collective and accountable leadership, community participation, availability of adequate human resources and skills as well as financial resources. Middelburg municipality was particularly strong in the areas mentioned above and enabled the municipality to achieve is success in short period.

## **CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS**

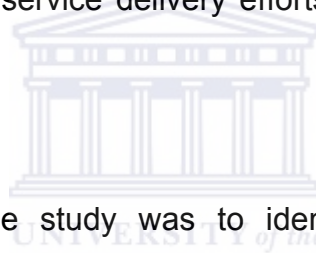
### **5.1. INTRODUCTION**

This chapter reviews the objectives set out in chapter 1 of the study and discusses the extent to which these objectives were achieved. On the basis of the evidence provided the chapter brings together in a conclusion the key findings, trends and results that came out of the research or study. On the basis of the above the study seeks to make suggestions and recommendations that could make positive contributions to critical Masakhane –like campaigns and programmes.

### **5.2. REVIEW OF THE OBJECTIVES**

The study set out to critically assess the role and participation of municipalities such as Middelburg in the Masakhane Campaign and to use the Middelburg example as a case study from which lessons can be drawn for other municipalities within South Africa. The study set out to provide an analytical framework for evaluating local government service delivery campaigns such as for example the Masakhane campaign. It also set out to provide an overview of what the Masakhane campaign is about and identify the strength and weaknesses of the campaign. The analytical framework was discussed in chapter 2 and the overview is accomplished by the combination of the subsequent chapters in the study.

Chapter 2 defined the term Masakhane and explained the context and vision of the Masakhane campaign. The Masakhane campaign provided an important framework for service delivery prior to the legislation of the Integrated Development Plan (IDP). The criteria for evaluating the campaign placed people at the centre of the municipalities' duty to provide visible service delivery to the community they serve. Community participation and social partnership; visible service provision and delivery; service payments and payment systems; economic development; safety and security; public education and campaigns as well as accountability are crucial components of this framework. The framework provides a simple model for analysing the service delivery efforts of municipalities such as Middelburg.



Another objective of the study was to identify the response of the Middelburg municipality to the implementation of Masakhane campaign. In particular to describe how the Middelburg municipality implemented the Masakhane campaign in their authority area. This was accomplished in chapter 3: 'Case Study of Mhluzi in Middelburg' which provides a descriptive overview of the political geography of the Middelburg municipal area. More specifically there is a description of the services it provided to the community of Mhluzi. In addition it briefly outlines the institutional arrangement, capacity and ability of the Middelburg municipality to implement service delivery. Another aspect discussed is the ability of the

municipality to implement the Masakhane campaign based on the criteria mentioned above.

Chapter 3, described the political geography and discussed the socio-economic features of the Middelburg municipal area prior and post apartheid with a view to provide a picture of how apartheid influenced the service delivery needs of the communities in area. In Middelburg the majority of the people live in the Mhluzi Township are black and poor. The institutional structure and administration of the Middelburg Municipality is outlined and its human and financial resources and capacity to deliver services in a sustainable manner that meets the needs to the people in the community that they serve is discussed. The evidence indicates that the Middelburg Municipality is in the process of transformation and that it had access the required financial resources to finance the much needed services.

Furthermore the study also set out to identify factors that facilitated and contributed to the Middelburg's successful implementation of the Masakhane campaign, and also to identify factors that constrained Middelburg municipality's implementation of the Masakhane campaign. This was generally accomplished in chapter 4 'Results and analysis of application of framework' which elucidate and discuss the findings and results of the implementation of the Masakhane campaign. It described the

achievements, successes and the difficulties the Middelburg municipality experienced in the implementation process.

Chapter 4 analysed the ease and difficulty with which Middleburg was able to implement the 7 criteria for evaluating the Masakhane campaign. The Middelburg TLC fulfilled all of the above criteria that is why it won the two Provincial and one National Masakhane awards between 1994 and 1998. Because of these excellent and outstanding performance by this TLC, both the then MEC for local Government and Housing and the Palmer Report (1995) which conducted fifteen case studies through the breadth and length of our country, of which Middelburg Town was part of, concluded that the Middelburg TLC and town should be regarded and recognised as the model for all towns and TLC's in South Africa. Many municipalities found that factors such as a lack of clarity about the objectives of the Masakhane campaign, the confusion, tensions and divisions, caused by misperceptions that the campaign was about payment of arrears and services, low levels of activity by stakeholders, and apathy. Most Black residents could not afford to pay even the minimum amount for services rendered due to poverty and unemployment. The imposition of decisions taken on behalf of the community by council was a major challenge were constraints to the provision of service delivery and slowed down the implementation of the Masakhane campaign. The factors that facilitated the provision of services and contributed to the Middelburg Municipality' successful implementation of the Masakhane

campaign includes: collective and accountable leadership, community participation, availability of adequate human resources and skills as well as financial resources. Middelburg municipality was particularly strong in the areas mentioned above and enabled the municipality to achieve success in short period. Finally, the study illustrates that if people are brought on board, they usually participate fully.

To identify the impact that the Masakhane campaign had on the lives of ordinary people and consider ways and means in which communities participated meaningfully in the campaign highlighting various forms of partnerships that developed during the period of the campaign. The improvement of peoples lives is illustrated by the improved infrastructure and safety and security experienced by the people of Mhluzi described in chapter 3. The Masakhane Campaign was indeed a great success in the Greater Middelburg thanks to the commitment of all the role players. The people of the Greater Middelburg are holding their TLC and the administration in high esteem and continue to do so because of the visible and concrete changes in their townships and Middelburg at large. Even though, a lot is still to be done to improve their lives, at least, they are content with the progress they have made thus far. Hence, they all, young and old, protect and defend these achievements with jealousy. According to them, these are their collective achievements that are why they are all proud of it, more so that they were the only town and TLC to win the National Masakhane Award, apart from the two provincial awards that they

also won. In my view, it is indeed a great achievement for this community of the Greater Middelburg and in particular Mhluzi Township.

### **5.3. CONCLUSION**

Although some of the objectives were better accomplished than others, in general, most of the objectives in Chapter 1 were achieved. In conclusion, the political and economic transformation of Middelburg set out in Mhluzi, Nasaret, Eastdene and the former white's only suburbs came as a result of the commitment and diligence on the side of both the TLC and the communities of this town. Their successes and achievements in delivering the goods of this third tier of government, has consolidated and cemented the democratization of this town. By regular and constant consultation and accountability, the TLC has won the hearts and minds of the communities around them and instilled in them a spirit of oneness, unity and confidence. They have adequately demonstrated to the whole of South Africa that if the people participate and are taken seriously in all deliberations and the execution of their mandate, the projects stand a better chance of succeeding. They have also demonstrated that, when you work as a collective at leadership level, and avoid petty arguments that divide the community, a winning team is the reward.

The special attention that this TLC has given to the provision of basic needs like electricity, sanitation, clean water and other amenities is the reason for them having won the Masakhane Campaign. Furthermore, the



special rebate that was granted to senior citizens of that town including people with disabilities makes them true and genuine leaders of their communities. The streets, which they have tarred throughout the township, the houses that they have built and other capital projects, which they have built throughout Mhluzi have instilled confidence in the community and made them, guard their property as a united community with jealousy.

Lastly, I wish to conclude by stating that if any town in Mpumalanga and the whole of South Africa wishes to reach the level of development that was attained by the tiny town of Mhluzi, let them all, without fail, implement Masakhane, as it was implemented by this town, so that, at the end of the day, all towns and cities in South Africa can be declared victors in Masakhane.



We hope and trust that, as the Palmer Report (1995) has proposed, all other towns in South Africa should emulate Mhluzi Township and follow all correct steps that this tiny town has taken to contest for both the Provincial and National awards of the Masakhane Campaign by providing the best of services to their communities and the terrific speed at which development took place in this town.

## **BIBLIOGRAPHY**

### **Books (Edited) and Articles**

Amnesty International. 1989. When the state kills: The death penalty vs Human rights. Amnesty International Publication: London.

Coleman, M. (1998). A Crime against Humanity: Analysing the Repression of the Apartheid State. The Human Rights Committee on South Africa, Mayibuye Books-UWC, Bellville, David Philip Publishers.

Mbeki, Govan (1992) The Struggle for Liberation in South Africa, A Short History Mayibuye Centre, Cape Town.

Mkhondo R. (1993) Reporting South Africa. Curry James Ltd 546, London: Thornhille Square.

Taylor, Vivian (1997) Social Mobilisation: Lessons from the Masses: The Palmer Development Group Report (1995).

Thompson, Leonard. (1997). A history of South Africa. First Publication, USA

### **Periodicals and Journals**

Cape Times (6 December 200) IEC satisfied despite reported irregularities in Cape Town

Middelburg Observer: Paper Clippings (1994-98)

## **Government Documents**

Batho Pele Hand Book-A service delivery improvement guide-Department of Public service delivery

DEAT (Department of Environmental Affairs and Tourism) (2002). Stakeholder Engagement: Integrated Environmental Management Information Series 3. Department of Environmental Affairs and Tourism, Pretoria.

DPLG (Department of Provincial and Local Government) (24 October 2003). Draft Guidelines for the Establishment and Operation of Municipal Ward Committees. Government Printers, Pretoria.

IDP Evaluation: Stellenbosch Municipality (May 2002). Foundation for Contemporary Research (FCR), Cape Town.

Interim Constitution (1993), Local Government Negotiating Forum Documents.

Local Government Transition Act, 1993 (ACT. No. 209 of 1993) -Making it Happen: 5 years of the ANC Governance

Municipal Document submitted for Vuna -2003

Project Vote (1996). Local Government Elections Western Cape: 1996 Results at a Glance. Project Vote, Cape Town.

RSA (Republic of South Africa (2000). Local Government: Municipal Systems Act (No. 32 of 2000).Government Printers, Pretoria.

RSA (Republic of South Africa) (1996). Constitution of the Republic of South Africa (No. 108 of 1996). Government Printers, Pretoria.

RSA (Republic of South Africa) (1998). Local Government White Paper.  
Government Printers, Pretoria.

RSA (Republic of South Africa) (1998). Local Government: Municipal  
Structures Act (No. 117 of 1998: Amendment Act, No. 33 of 2000).  
Government Printers, Pretoria.

RSA (Republic of South Africa) (2003). Municipal Finance Management  
Act (No. 32 of 2003). Government Printers, Pretoria.

RSA (Republic of South Africa) (2004). Municipal Property Rates Act (No.  
32 of 2004). Government Printers, Pretoria.

RSA Interim Constitution: 1994

Statistics South Africa, Census 2001

The Constitution of the Republic of South Africa, 1996. Act 108 of 1996.  
Constitution: Chapter 7-objects of local government, developmental  
duties of municipalities; Section 151; Sub-sections:1a, b, d and e;  
Section 152; Sub-sections:1a, e and 2; Section 153; Sub-section a.

The Local Government Systems Act. 2000. Government Gazette. Republic  
of South Africa. Act 32 of 2000. Vol 425, No 21776: Cape Town,  
November 20, 2000.

The White Paper on Local Government. Issues by Minister fro Provincial  
Affairs and Constitutional Development, March 1998, Pretoria: CTP  
Book Printers.

Towards a Ten Year Review, Discussion Document: Policy Co-ordination  
and Advisory Service, The Presidency: October 2003.

ANC (1995), Document on Campaigns

Bamberger M (1986). "The Role of Community Participation in Development Planning and Project Management", in Economic Development Institute Seminar Report. World Bank, Washington D.C.

Burkey S (1993). People First: A Guide to Self-Reliant, Participatory Rural Development. Zed Books, London.

Cape Times (2000). IEC satisfied despite reported irregularities, in Cape Times, 6 December 2000.

Cohen J & N Uphoff (1980). "Participation's Place in Rural Development: Seeking Clarity through specificity", in World Development, 8(2), pp. 213-235.

Cornwall A & J Gaventa (2001). From users to choosers to makers and shapers: repositioning participation in social policy. IDS Working Paper No. 127. Institute of Development Studies (IDS), Sussex.

Cornwall A (2002). Making Spaces, Changing Places: Situating Participation in Development. IDS Working Paper No. 170. Institute of Development Studies (IDS), Sussex.

Dauids I (2003). "Developmental Local Government: The Rural Context and Challenges", in Development Update, 4(1), pp. 31-53.

Dauids I, F Theron & K J Maphunye (2005). Participatory Development in South Africa: A Development Management Perspective. Van Schaik Publishers, Pretoria.

- De Villiers S (2001). A People's Government: The People's Voice – A Review of Public Participation in the Law and Policy-Making Process in South Africa. Parliamentary Support Programme, Cape Town.
- Electoral Commission (2001). Report: Municipal Elections 5 December 2000. Electoral Commission, Pretoria.
- Emmett T (2000). "Beyond Community Participation? Alternative routes to civil engagement and development in South Africa", in Development Southern Africa, 17(4), pp. 501-518.
- Fife T (1998). "Farm Workers and Rural Local Government", in Barberton C, Blake M & H Kotze (eds.) (1998). Creating Action Space: The Challenge of Poverty and Democracy in South Africa. Idasa and David Philip Publishers, Cape Town.
- File of the Middelburg Transitional Local Council on the Masakhane Campaign. (1996). The Middelburg Transitional Local Council: Our long terms orientation, the mayor's strategy.
- Gaventa J & M Robinson (1998). "Influence from Below and Space from Above: non-elite action and pro-poor policies". Paper presented at conference on "What Can Be Done About Poverty". Institute for Development Studies, Sussex University.
- Gran G (1983). Development by People: Citizen Construction for a Just World. Preager, New York.
- Greater Middleburg Transition Local Council. (1996), File on Masakhane Campaign.

- Hlope D (2001). "Political Analysis: Political Parties, Campaigns and Election Results", in South Africa's Local Government Elections 2000: Evaluation and Prospects. Konrad Adenauer Stiftung Seminar Report No. 12, pp. 21-23.
- Houston G (ed.) (2001). Public Participation in Democratic Governance in South Africa. Human Sciences Research Council, Pretoria.
- IDP Evaluation (May 2002) Stellenbosch Municipality, Foundation for Contemporary Research. Cape Town
- Local Government for the 21<sup>st</sup> Century: Department of Constitutional Development (1999) Local Government Information Series 2.
- Marconi (1995)
- Middelburg Masakhane File,
- Middelburg TLC Agendas (1994-1998)
- Minutes of the TLC's (1994-98)
- Photos and speeches by the Mayor of Middelburg (1996-1998)
- Sibanyoni M. J. (1998). Discriminatory practices in local government: A case study of the Middelburg Municipality in Mpumalanga. Unpublished Research Paper
- South Africa (2000): SA at a glance 5<sup>th</sup> Edition. Edotors Inc.
- Speech by N.R. Mandela, President of RSA during the launch of Masakhane
- Western Cape Provincial Legislature (1999). Western Cape Planning and Development Act (No. 7 of 1999). Province of the Western Cape, Cape Town.

World Bank. (1997). World Development Report 1997: The State in A  
changing World: New York

**Electronic literature and documents**

www.cama/data/multi/subs/7552.doc-03/01/09

<http://www.Middelburgsa.co.za>





## APPENDICES

### Appendix 1. List of people interviewed

|   | Name               | Position & Organisation   | Place      |
|---|--------------------|---|------------|
| 1 | Mr M Bongeni       | National Secretary of South African National Civic Organisation (SANCO) | Middelburg |
| 2 | Mr Eric Jiyane     | Sanco Middleburg  | Middelburg |
| 3 | Mr Meshack Ntuli   | Councilor Middelburg Municipality                                       | Middelburg |
| 4 | Mr Bob Kwapeng     | Councilor Middelburg Municipality (deceased)                            | Middelburg |
| 5 | Ms P Mahlangu      | Councilor Middelburg Municipality (deceased)                            | Middelburg |
| 6 | Ms M./E Mngomezulu | Senior Citizen Mhluzi   | Middelburg |
| 7 | Mr J Malang        | Resident Mhluzi   | Middelburg |
| 8 | Mr M Masango       | Councilor Middelburg Municipality                                       | Middelburg |

All of these people were interviewed in Mhuzi at different venues and times. It is with regret that I have to state that some of them have passed on. These interviews took place, inter-alia, in either their residencies and/or my constituency office. Others took place telephonically. These interviews took place 1996 and 2000. All the above mentioned interviewees are known to the researcher. They know the researcher for quite some time as an educator, politician and member of parliament. Most of the interviewees belong to the same political organisation as the researcher and has been interacting with him on political matters on an on-going basis. Some of the interviewees shared a number of political platforms with the researcher who is also known as an educator in the same area. Two of the interviewees are family members of the researcher and reside in the same house with the researcher in Mhluzi township.

Appendix 2: Masakhane Provincial Award



# *Certificate*

Presented by:

*the Executive Committee of*

**LOGAM**

to

*Middelburg Town Council*

UNIVERSITY of the

*To congratulate the Council on  
Winning the 1998 Masakhane Award and to  
encourage their effort to improve the quality of life of the  
people of Mpumalanga*

Chairperson

Director



Source: Middelburg Municipality

Appendix 3: Masakhane Annual Provincial Award -1998



**PLAASLIKE OORGANGSRAAD VIR MIDDELBURG  
DEPARTEMENT VAN DIE STADSEKRETARIS**

**TRANSITIONAL LOCAL COUNCIL FOR MIDDELBURG  
DEPARTMENT OF THE TOWN SECRETARY**

Ref : 2/6 (N Badenhorst/fs)

0000S958.SS

25 May 1998

Town Secretary  
Town Treasurer  
Chief Community Services

**MASAKHANE ANNUAL PROVINCIAL AWARD - 1998**

Resolution S65/04/98 reads as follows:

- 1 **THAT** the R200 000 which was received as prize money for winning the Masakhane Annual Provincial award - 1998 be used for the following projects:
  - 1.1 R100 000 for sporting facilities in Mhluzi.
  - 1.2 R50 000 for a cleaning up campaign, which will be organised by the Department of Community services.
  - 1.3 R50 000 for the Mayor's Guarantee Fund.
- 2 **THAT** the Town Secretary be requested to submit a comprehensive progress report on the Mayor's Guarantee Fund."

FOR FURTHER NOTICE AND FURTHER ACTION IF NECESSARY.

Yours faithfully

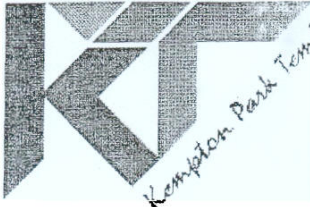
  
TOWN CLERK

ANNEXTURE: E

Source: Middelburg Municipality

**Appendix 4: Masakhane National Award**

Metropolitan Local Council  
City of Middelburg, P. O. Box 14  
Middelburg, 6001  
Tel: 031 234 4000  
Fax: 031 234 4001



2/6  
BESTAAR 7754  
Gebraik esu. Verwysingsnommer

**Your Reference/U Verwysing**

**Navrae/Enquiries**  
Mr Y A Hendrickx

**Datum/Date**  
28 May, 1998

**Our reference/Ons verwysing**  
BEST 9/10/1(Y)

**Tel No**  
921-2344

The Town Clerk  
Middelburg Transitional Local Council  
P O Box 14  
**MIDDELBURG**  
1050

Sir

**MASAKHANE NATIONAL AWARDS**


  

With reference to the above matter, I hereby wish to congratulate your Council on receiving the Masakhane National Award. My Council wishes you success with all future Masakhane projects.

Yours faithfully



**JOHAN LEIBBRANDT**  
CHIEF EXECUTIVE

/lm/799

| Vir Vers / Afh / Ken / Lees |        |    |  |
|-----------------------------|--------|----|--|
| SI                          | HGD    |    |  |
| ST                          | HBD    |    |  |
| ESI                         |        | BK |  |
| SS                          | H Best | SR |  |

Middelburg Municipality  
Clerk's Office  
1998-06-04  
Middelburgse Munisipaliteit  
Kantoor van die Stadsklerk

City of Hope and Opportunity ▲ Stad van Hoop en Geleentheid

ANNEXURE 4

**Source:** Middelburg Municipality

## Appendix 5: Constitution for the Mayor's Guarantee Fund

### ANNEXURE : C

#### CONSTITUTION FOR THE MAYOR'S GUARANTEE FUND

##### NAME

The name of the Association is -

**THE MIDDELBURG MAYOR'S GUARANTEE FUND**  
(hereinafter called the FUND)

##### DEFINITIONS



UNIVERSITY of the  
WESTERN CAPE

##### 3. ASSOCIATION NOT FOR GAIN

The FUND shall be an association not for gain and shall strive to achieve its objectives as set out in clause 5 hereof. The income and property of the FUND, whencesoever derived, shall be applied solely towards the promotion of its objectives and no portion thereof shall be paid or transferred, directly or indirectly by way of dividend, bonus or otherwise howsoever, to the members of the FUND, provided that nothing herein contained shall prevent the payment in good faith of reasonable remuneration to any officer or servant of the FUND in return for services actually rendered and any costs and expenses necessarily incurred by the FUND in the fulfilment of its objectives.

##### 4. PREAMBLE

The Founding members as set out in Annexure A hereto, not only recognise that there exists within the Middelburg region the need to establish a Guarantee Fund in order to facilitate the establishment of Small Business Enterprises by Entrepreneurs who normally, due to the lack of the ability to furnish security, would not qualify for normal financial assistance. The Founding Members are desirous in promoting and participating

in the objectives of the FUND for the promotion of job creation through the establishment of new Small Business Ventures within the Middelburg Region.

5. **OBJECTIVES FOR WHICH THE FUND IS ESTABLISHED**

The main objective for which the FUND is established, is :

5.1 To promote job creation through the establishment of Small Business Ventures:

5.2 To promote and manage a Guarantee and Investment Fund from which and subject to the terms of this Constitution, guarantees can be furnished in order to assist Entrepreneurs to qualify for finance;

5.3 As subsidiary objectives, the FUND aims to -

5.3.1 secure the support of Business, Government (National, Provincial and Local) to promote the objectives of the FUND;

5.3.2 enlist and obtain support including but not limited to, financial support from whatsoever lawful source possible.

6. **AREA**

The area in which business will be carried on and in which contributions will be collected, shall be the magisterial district of MIDDELBURG.

7. **ORGANISATION**

7.1 The FUND shall be a **UNIVERSITAS PERSONARUM** that is to say, body corporate with perpetual succession and may sue and be sued in its own name.

7.2 All immovable property of the FUND whether purchased or otherwise acquired, shall be registered in the name of the FUND and no sale, transfer, mortgage or other alienation of such immovable property shall take place, save with the approval of the Board of Trustees.

7.3 Property of the FUND, whencesoever derived, shall be applied solely towards the promotion of the objects of the Foundation as set forth in this Constitution and

**Source: Middelburg Municipality**



**Appendix 6: Map of Eastern Part of South Africa indicating towns that participated in the Masakhane Campaign in Mpumalanga**



**Source: Sawnbona: SAA in-flight complimentary magazine.**