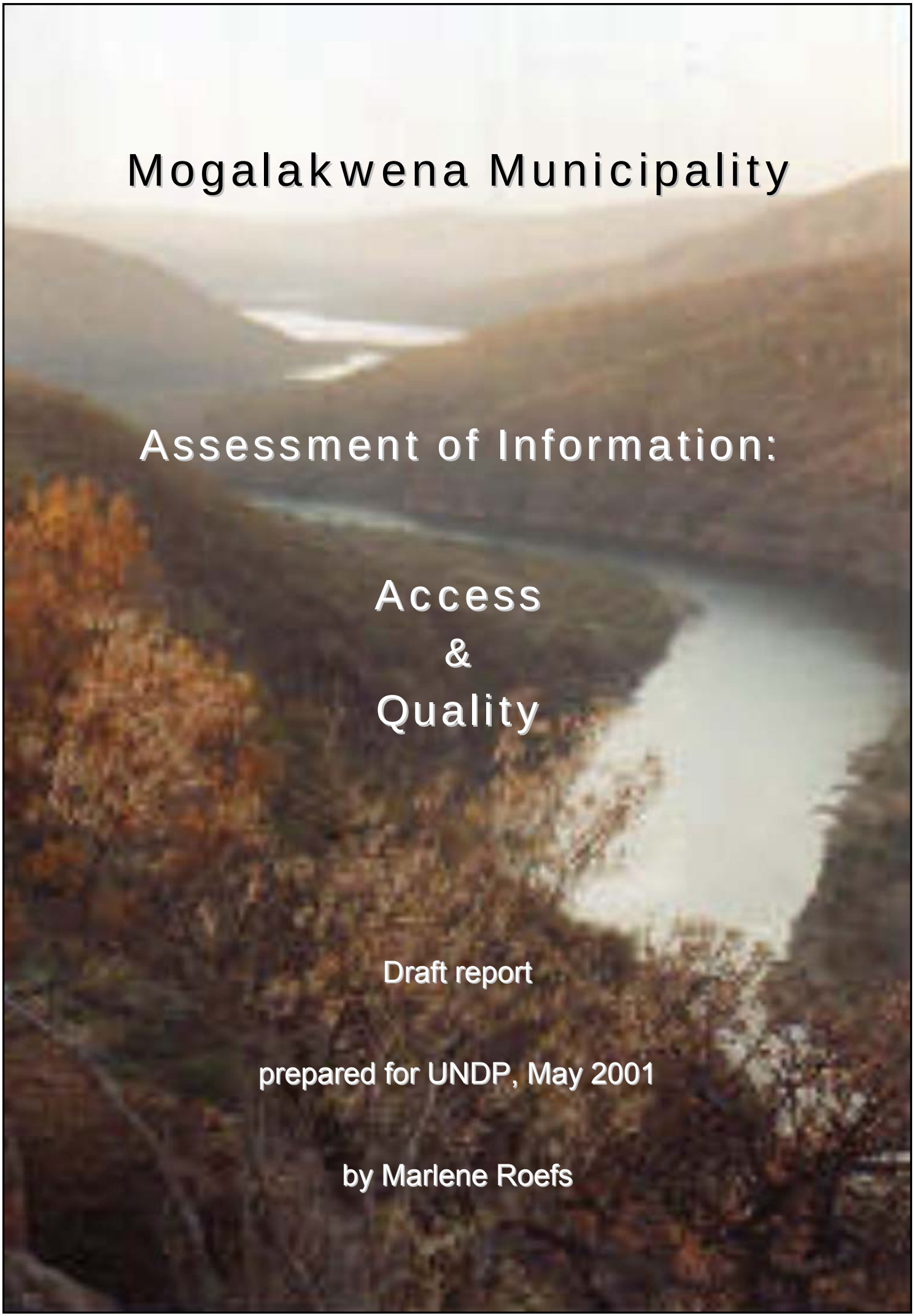

Mogalakwena Municipality

Assessment of Information:

Access
&
Quality

Draft report

prepared for UNDP, May 2001

by Marlene Roefs

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Appendix 1: Vianen

1 Introduction

At the intersection of the N1, the Great North Road to Zimbabwe, and the N11 the Gateway to Botswana, rests Potgietersrus. Locals often speak of “Pprus” (Pieter Potgietersrus) or “Potties” (from Potgieter) when they talk about this town in the Northern Province of South Africa. Potgietersrus used to be the center of the former Greater Potgietersrus Transitional Local Council. Currently, the former Potgietersrus council forms together with the former Rural Local Councils Bakenberg and Koedoesrand-Rebone the new Mogalakwena Local Municipality. Mogalakwena is one of 5 local municipalities in the Waterberg District Municipality, which was established after the local elections in December 2000.

1.1 Transformation of local government

Local government in South Africa has undergone a major process of transformation, which resulted in a new system of local government after the December 2000 local elections. The global trend of decentralization of decision-making is being followed in the young South African democracy. The transformation requires government to adapt to its new roles. This is sometimes done in a way that leaves municipalities with many needs for new skills to meet new performance demands. In South Africa this situation is no different.

In South Africa, however, the decentralization process means a continuation of the transition of government and governance in order to establish a well-working democracy. Government in South Africa progressed from a minority regime based on racial segregation to a democratically elected government focusing on economic growth and development to the benefit of all its citizens. The national elections in 1994 provided the base for fundamental legislative, economic, political and social change. The amalgamation of former homeland, self-governing states and “white” South Africa into one country with nine administrative provincial government structures coincided with this process. Parallel to this national process, further structural changes were introduced at local government level. The transformation of local government follows upon the restructuring of national and provincial government.

The transformation process aims to establish a local government structure, which will ensure democratic local governance and development of local communities. The enactment of this developmental orientated mandate coincided with the demarcation of municipal[1] boundaries. The number of municipalities in the country has been reduced to less than 300, which means

[1] The Municipal Structures Act (Act 117, 1998) defines a municipality as the structures, political office bearers and administration of the municipality; a geographic area; and the community of the municipality. In other words, a municipality consists of a municipal institution (political and administrative structures), and the people who live in the local area. The term can also be used to refer to a local area, which falls within a municipal boundary. The municipal

a reduction of about two-thirds. Municipalities now cover larger and more diverse areas than they did ever before.

The Mogalakwena Local Municipality has reached the last stage of establishing its new municipality: implementation. According to the Municipal Systems Act (Act 32, 2000) this entails:

- Transferring staff to the new municipality and assigning to them their new offices (if they are relocating, tasks, and work teams;
- Reviewing and rationalizing by-laws, regulations and standing delegations inherited from old municipalities.

However, according to the phases formulated by a Special Task Team on the Establishment of Municipalities and the Department of Provincial and Local Government,[2] the Mogalakwena Local Municipality, like all other municipalities, has landed in phase 4 (just after the local elections in December 2000) and phase 5 of the transformation process.

During the disestablishment, establishment and operational phase (4) the Municipality:

- Formulates its Integrated Development Plan (IDP). The IDP should draw upon a Draft Situational Analysis (which should have been compiled in Phase 2) with regard to their status quo as it was before the demarcation of municipal boundaries. The Draft Situational Analysis should follow the format of the "Pro-forma Situation Analysis" (Status Quo Report on CD), which should have been forwarded to all Provinces for distribution to all local authorities. In addition a financial analysis model must be drafted to assist the IDP process. The principle of *structure follows strategy* must be applied (i.e. the organization of departments and divisions of the municipality should be informed by the priority areas and strategies formulated in the IDP). The administrative structure should not be finalized before the strategy has been formulated.

During the implementation and development phase (5):

- The major issues should be aligned.

1.1.1 Legislative and policy framework

The 1996 Constitution envisages a complete transformation of the local government system, which until the municipal elections on 5 December 2000 remained subject to the provisions of the transition process as regulated by the Local Government Transition Act, 1993 (Act 209 of 1993). In 1998, government mandated local government to "promote the socio-economic"

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institution is an organ of state, and has a separate legal personality. The local community cannot be held liable for the actions of the municipal institution.

conditions of its constituency (South African Constitution, 1996, and Local Government White Paper, 1998).

According to the Constitution the municipal council must:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Ensure a safe and healthy environment; and
- Encourage the involvement of communities and community organizations in matters of local government.

The Municipal Structures Act (Act 117, 1998) prescribes that councils need to be organized in such a way that they can fulfill their obligations effectively. The Act argues for adoption of new values, and structural reforms. Specifically the act prescribes:

- Systems for delegating powers and duties and
- Systems to enhance community participation and accountability to communities.

These provision have been further developed and enacted through the Local Government: Municipal Systems Act (Act 32, 2000). The implementation of these provisions is an ongoing process, linked to the broader process of building a developmental municipality. In the process of reorganization and establishing a solid base from which to operate effectively and efficiently, municipal staff members and councilors have to familiarize themselves with the new legal framework in which they operate, with the new areas they govern and the way in which they are expected to represent and serve the local community. In other words they need to inform themselves on legal issues, the characteristics of the municipality and their role in the municipality. In addition, they have to translate equality and unpliftment of formerly disadvantaged communities into concrete development of the people and the area they govern.

1.2 Information

Information is a sine qua none for the above provisions. Essential information includes the Land Development Objectives (LDO), Local Economic Development (LED) and Integrated Development Plans (IDP). The information that is provided in these documents is supposed to assist the municipality as well as other stakeholders to formulate, prioritize and to strategize development initiatives. The documents may also serve in monitoring and evaluating development. Specifically, attention is given to the availability, reliability and validity of

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2 Final Draft: Guidelines for strategic planning during the transformation process of local government. Special task Team on the Establishment of Municipalities in collaboration with the Department of Provincial and local Government, 2000.

information as well as the need for and active usage of information among officials, councilors and other stakeholders. Furthermore, opportunities for data collection, organization and integration of information in planning and policy-making processes have been assessed and recommendations are made.

In this report will be focused on the availability of and access to documented information on the Mogalakwena local municipality as well as on the quality and usage of such information. Documented information as it is used in the context of this report can be defined as written and digital documents and maps that include information on the social, economic, political and natural environment of the municipality. In addition to specific information on the Mogalakwena local municipality, information on the legal framework in which the new municipality has to operate is regarded as documented information. In other words, relevant documented information is conceptualized as all documents and maps that can assist in gaining understanding of the area and in making informed choices of development strategies, in planning, implementation, monitoring and evaluation of projects aimed at sustainable development of the area and its habitants.

This report is one of a series of documents reporting on findings of the situational analysis of the Mogalakwena local municipality, which the United Nations Development Program conducted within the Capacity Building for Local Government (CBLG) program. The aim of the CBLG program is to assist the municipality in enhancing its capacity to deliver services and to promote socio-economic development of the Mogalakwena local municipality.

1.3 Capacity building for local government

At the heart of transforming governance in South Africa, lays the need for establishing a new local government system. For this purpose a recent legislative framework has been developed which aims to regulate and support democratic governance with a strong focus on strengthening sustainable integrated development. In particular, the local sphere of government plays a pivotal role in the promotion of development and democracy as is defined in chapter seven of the 1996 Constitution. Social and economical upliftment, co-operative government and participatory decision making are seen as crucial aspects of the promotion of integrated development of local communities.

The institutional change confronts them with serious challenges. A strong need for guidance and building the capacity of local government has been identified. Municipalities have to find strategic and effective means to design and develop suitable management, financial, and information systems and to develop technical as well as human skills which enable them to implement, promote and benefit from transformation. In this process also local communities need to be capacitated. The public has the right but also the duty to be informed about

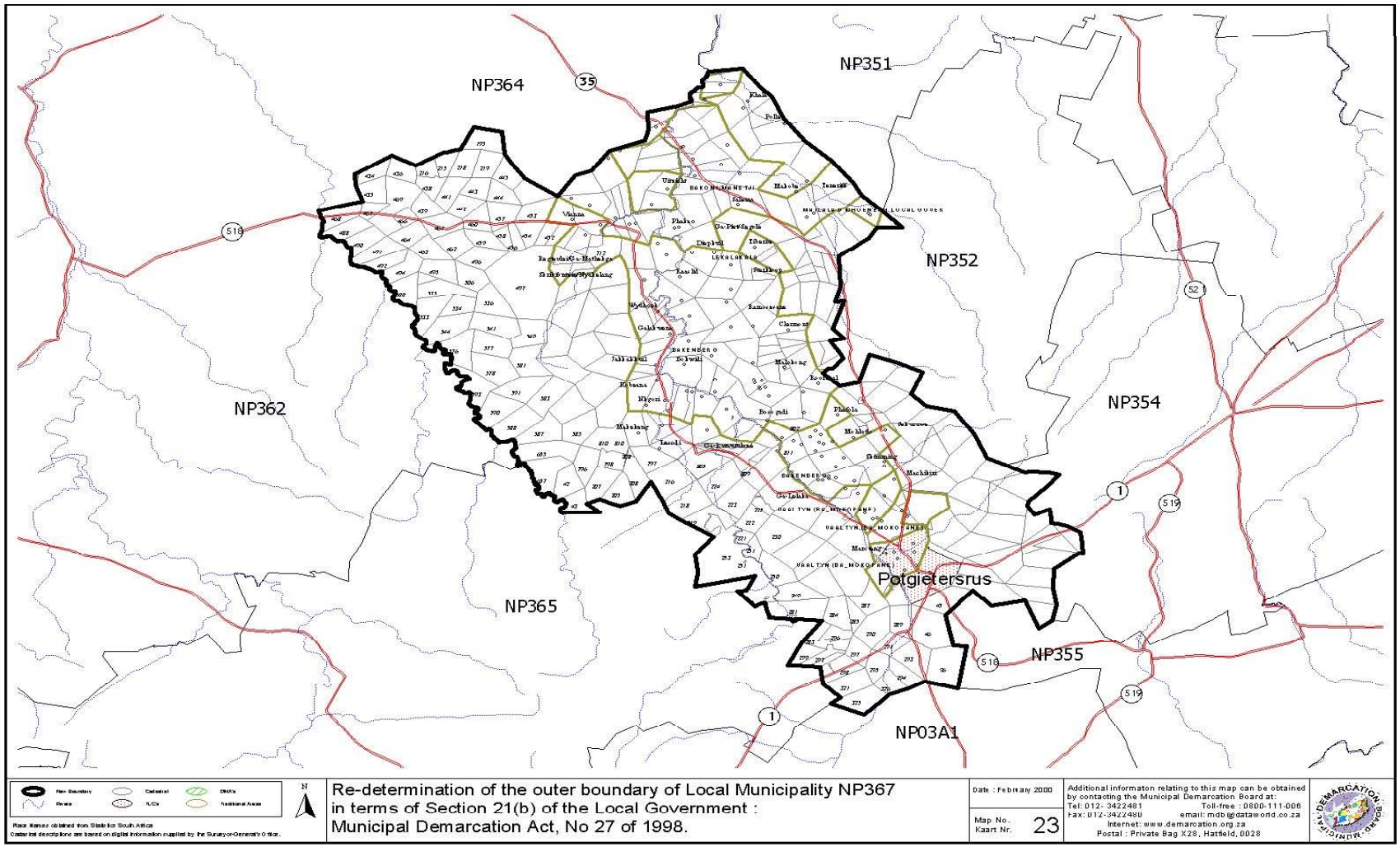
government related matters. The public should partake in political decision-making processes in an informed manner in order to protect their interests.

The following extract from a guide for capacity building produced by the Department of Constitutional Development[3] clearly formulates the link between service delivery and capacity building for local government.

> Citizens have a legitimate expectation to receive local government services. Local government is the sphere closest to the people. Furthermore, the decentralization of service delivery functions to local level taking place right across government suggests that over time local government will become the central point of delivery for an integrated national service delivery system. The Batho Pele White Paper, a document geared at improving service delivery at national and provincial levels, makes it very clear that *all* government institutions need to be orientated to optimize access to their services by all citizens.
>
> Capacity-building is one of the important tools available to local government in bridging the gaps between what will be expected of us and what we can now deliver. Local government councilors and officials will be instrumental in giving effect to the main principles of service delivery, and they should be the focus of any local government capacity-building program. It is therefore important for councilors and municipal staff to be active and accountable partners in the development and implementation of the policies and approaches to training and capacity building that are now emerging for local government.

Within this context the Capacity Building for Local Governance (CBLG) program is placed. The United Nations Development Program (UNDP) has provided initial funding for the CBLG program. The United Nations Department for Economic and Social Affairs (UNDESA), Division of Public Economics and Public Administration (DPEPA) execute the program, in co-operation with the United Nations Centre for Human Settlements (UNCHS/Habitat). Other important role-players are the South African Local Government Association (SALGA), provincial departments of Local Government, and the department of Finance.

[3] Guide for capacity for building for local government. DCD, http://www.local.gov.za/DCD/dcdindex.html



Map 1: Mogalakwena Municipal boundaries.

1.4 Aim of the analysis

The main objective of the CBLG program is to build the capacity of local authorities in South Africa to take on their new role as enablers of development. Local authorities are expected to work together with all sectors of civil society to promote good governance, economic development and poverty alleviation. These aims relate to three components distinguished in the CBLG program, namely the improvement of service delivery, institutional capacity building and the integration of the Rights Approach to Development (RAD). A series of situation analyses have been planned to give effect to the CBLG program. The first of these was the situational analysis of Thohoyandou – Malamulele local municipality in the Northern Province. This report focuses on the second situation analysis, namely that of the Mogalakwena local municipality in the same province. The findings and recommendations in this report aim to assist the councilors, officials and the local community in establishing a well-functioning municipality.

In order to properly plan and execute the responsibilities of a municipality one should have access to up-to-date relevant information. The aim of this report is to provide the municipality of Mogalakwena with suggestions for collecting, organizing, and using information about the municipality in such a way that it will benefit its performance and thus the local community.

1.5 Objectives of the analysis

One crucial task of the new municipality of the Mogalakwena local municipality is to develop management and information systems for the sake of control and monitoring of its functions, i.e. planning, implementation and maintaining sustainable adequate service delivery. In many municipalities in South Africa the most recent Land Development Objectives (LDO) plans provide useful guidelines for municipalities in how to go forward. Also Local Economic Development (LED) plans and, especially in the case of the Northern Province, Water Services Delivery plans could provide useful guidelines and performance indicators for service delivery and sustainable development as well as benchmarks for evaluation purposes. The information provided in such reports plus additional information on the newly demarcated municipalities should inform an Integrated Development Plan (IDP) for each municipality.

The objectives of this situational analysis of the Mogalakwena municipality include the following:

- To review information on Mogalakwena municipal area and analyse systems and availability of information on Mogalakwena against the background of three elementary aspects of "good" governance as stipulated in the Municipal Systems Act (No33 of 2000): poverty reduction; co-operation; and public participation. This entails a review of current

socio-economic, demographic and geographic information systems available to the municipality as well as the various Land Development Objectives, Water Services Plans, and the recent Interim Integrated Development Plan for the Mogalakwena Local Municipality. In this process a reference list of documentation and data relevant to local developmental issues in the municipality will be compiled and reviewed in terms of their relevance to the current situation and usefulness as a data base for future development decision-making.

- To assess the need for undertaking a municipal census recount of households, economic activities, land use, health, environmental and social issues. And if deemed necessary, plan a socio-economic and demographic survey research. Also here poverty evaluation, co-operation and public participation underpin the assessment and planning processes.

1.6 Method

The situational analysis is underpinned by a participatory approach. This means that the municipality and members of the local community have taken part in shaping and conducting the research. During the process of information gathering, municipal staff, councilors, traditional leaders and other members of the local community participated in the situational analysis.

1.6.1 Procedure

Orientation on Mogalakwena was achieved by means of reading existing literature, observation, and conducting semi-structured interviews with and surveys among local stakeholders. Where verbal information could be controversial or shortcoming due to the sensitive nature of the topics (gender, HIV/AIDS, poverty, and a healthy environment), observation techniques were also employed to gain a fuller understanding of the situation. Photographic material was obtained in order to highlight certain specific aspects of the municipality.

Development plans on the various municipalities that now make up the Mogalakwena municipalities have been gathered and reviewed in terms of their availability, reliability and the extent to which they support policy making and planning. Literature on demarcation processes and the legal framework for the establishment and working of new municipalities was reviewed with a specific focus on the implication of this legislation for information management.

Two knowledge, attitude and practice (KAP) studies have been conducted amongst key staff of the municipality, councilors, traditional leaders and union representatives. The surveys assessed knowledge of legal and planning documents, attitudes towards various institutions

and satisfaction with information and the usage of information among councilors and staff members of the Mogalakwena municipality.

In order to gain insight into the major developmental problems and capacity issues, we relied upon the active involvement of the community and institutions responsible for planning and development of Mogalakwena. In-depth interviews and informal focus group interviews with knowledgeable members of the community and municipal personnel have been conducted.

Officials and councilors represented at the Waterberg district and officials from the Waterberg Biosphere were telephonically or face-to-face interviewed. In addition to conversations with officials and councilors several telephonic and face-to-face interviews were conducted with professionals who were or are responsible for research that forms the basis for strategic development, industrial and environmental planning. Among these were Bigen Africa, the Action Green heritage NGO, Steffen, Robertson & Kirsten, and Urban Consultants. Furthermore demographics and other statistics from various institutions have been collected, such as the Municipal Demarcation Board (MDN) the Independent Electoral Commission, Development Bank of South Africa (DBSA), and the Department of Water Affairs and Forestry.

The planning of a "comprehensive participatory socio-economic study of the Mogalakwena municipality" was informed by personal and focus group interviews with the municipal officials, councilors, traditional leaders and representatives of CBOs and NGOs. Unfortunately, because of the timing of the research (school holiday) and limited timeframe of the research the private and educational sectors had not been involved.

1.7 Structure of the report

Chapter 2 sketches a profile of the Mogalakwena local municipality. It addresses some current issues in the municipality and the legal status of the local municipality. This chapter provides a more detailed overview of the characteristics of the municipality. The overview is mainly based on information provided in LDO's, LED's and IDP's, that were prepared for the former municipalities that now comprises the new Mogalakwena local municipality. Other sources of information included the Municipal Demarcation Board, Statistics South Africa and other institutions.

The planning documentation is analyzed in Chapter 3. This chapter starts with discussing access to information on the municipality, which entails the availability of information. This is followed by an analysis of the quality of the information. The last section deals with the functionality of socio-economic, geographic and demographic information within the municipality. More specifically this entails the organization and systematization of information,

its usage in decision-making processes and knowledge and understanding of the information. Findings from survey research among municipal staff members, councilors and other stakeholders are presented throughout the above sections.

The review and analysis of information ends with Chapter 4. A summary is provided of the major findings coupled with recommendations and a proposal is made for survey and qualitative research aimed at gathering data on Mogalakwena Municipality and gaining more understanding of environmental and socio-economic aspects of the municipality. In consultation with local stakeholders a questionnaire was designed, which partly follows the format of census and household studies in South Africa, but which is sensitive to pressing social and economic local issues. A qualitative study is proposed to inform and complement the quantitative study.

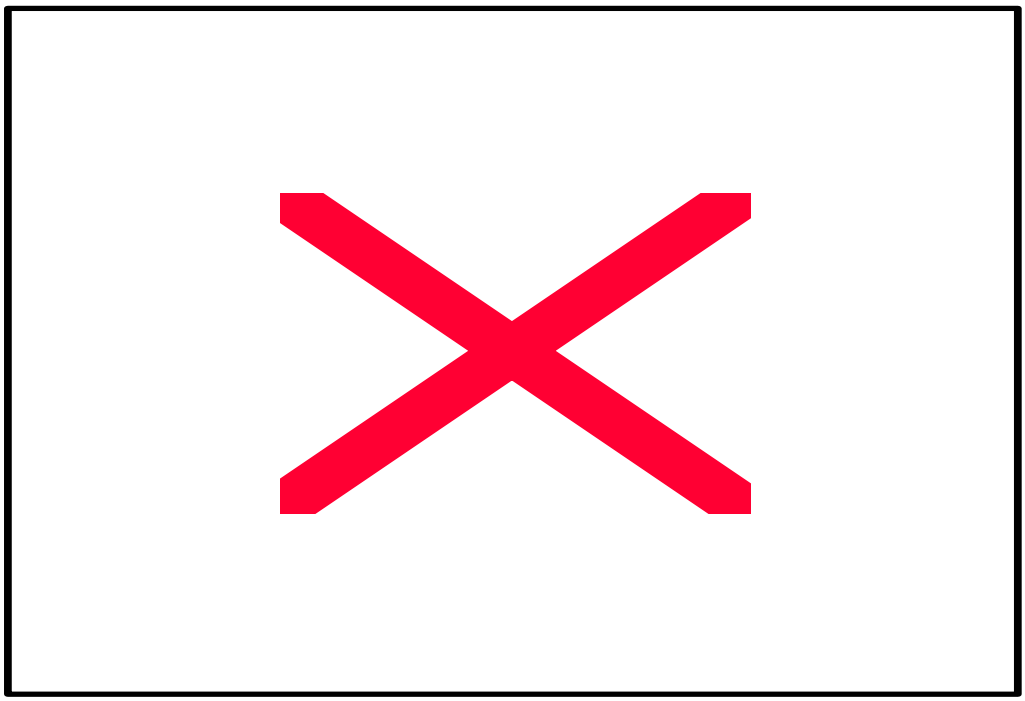
1.8 Acknowledgements

I wish to thank the members of the Mogalakwena community for the valuable insights they have given on the municipality. The tribal authorities I thank for their hospitality and co-operation. The time and effort officials and staff of the Mogalakwena Municipality put into numerous interviews are greatly appreciated. I also thank the provincial, regional, and local Government Departments for their cooperation and for the valuable information they provided to us. Business, in particular the compilers of the LDO/IDPs, Water Plans and Management Support Document, I thank for the value they added to this research. Furthermore, I would like to express gratitude to my colleagues of the situational analysis team for their pleasant and fruitful co-operation.

2 Mogalakwena Municipality

"Water is life and life is water"
(Resident from the Babirwa tribal area)

The Mogalakwena River runs like an artery through the young Mogalakwena Municipality. Together with the national (N11) road – linking Botswana to South Africa – the river slips through the northern boundary of the municipal area between two villages Duren and Breda, which names remind one of the Dutch settlers in the area. Until recently, Duren and Breda used to belong to the Koedoesrand-Rebone rural Transitional Local Council before the demarcation of municipal boundaries in 2000. The road and river cross at the village Mogalakwene. The road caries on to the east. The Mogalakwena River softly cuts a diagonal trough the middle of the newly demarcated municipality between its northwest and southeast borders. Small villages lay scattered on its embankments. Most of these used to belong to the former Bakenberg Rural Transitional Local Council. A couple of villages carry the name of the river, which means “the area of the river.” Further south-east just south of the former Greater Potgietersrus Transitional Local Council the river’s changes into Nyl River. The pyramid shape of the Kranskop mountains south of Potgietersrus from the where the river originates, led settlers to name the river after the Egyptian Nyl. From the Kransberg the Nyl/Mogalakwena River slowly streams to the far north where it amalgamates with the Limpopo River, the natural border between South Africa and Zimbabwe.



Mokopane: Water

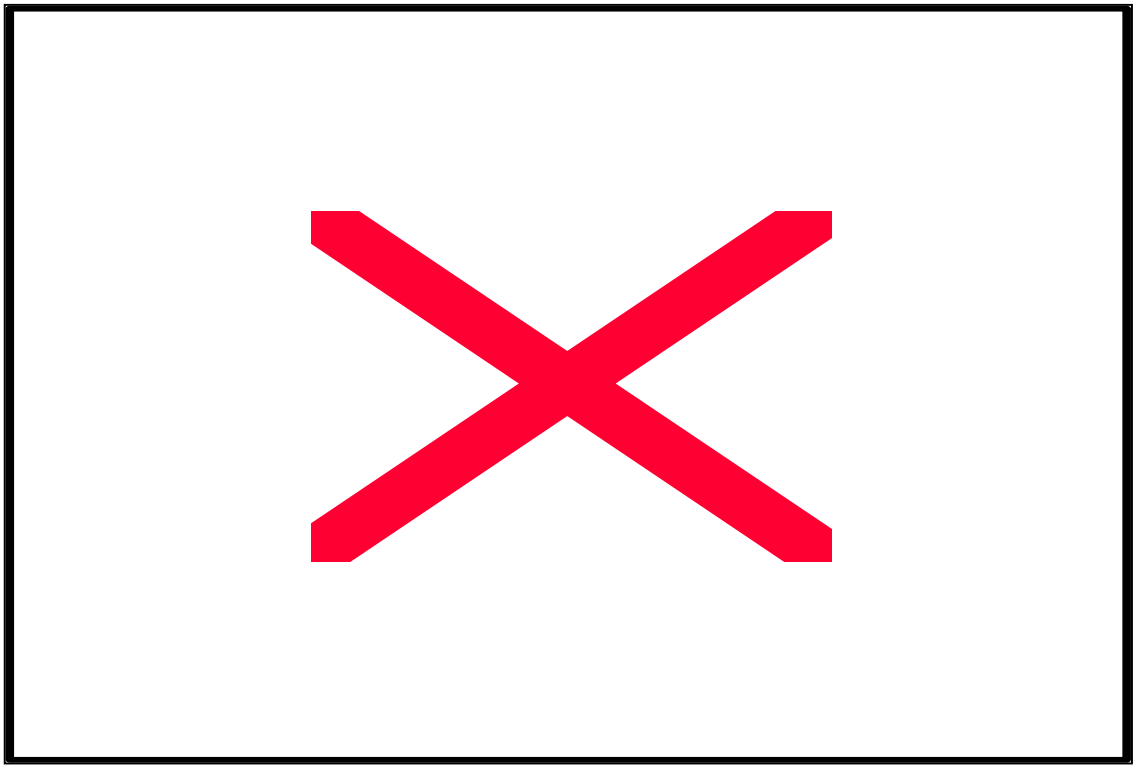
2.1 The old

As is the case with other parts of rural South Africa the names of villages contain a rich history. For centuries Sotho and Ndebele tribes occupied the area, which currently falls under Mogalakwena. Two Northern Ndebele tribes, the Kekana (Chief Mokopane) and Langa (Chief Mankopane) dominated the area when white settlers, "the Voortekkers", arrived around 1830.

Long before this, the Kekana tribe under the leadership of Chief Musi settled in what is presently known as the Pretoria area. Here the two grandsons of Musi, Manala and Ndzundza fought over the chieftainship. Manala won the tribal war. Ndzundza and his younger brother Yangalala had to flee. The two brothers and their followers separated in the Steelpoort area. Yangalala settled in the area known today as Zebediela. Ndzundza was succeeded by Kekana after whom the tribe has been was named. Kekana's great-grandsons, Khaba and Khoopa also fought over the chieftainship. Khaba had to surrender and moved to Makapanpoort. Mokopane succeeded him. Mokopane and his tribe settled in the area where currently the farms of Pruizen and Vier-en-twintig-riviere are located; approximately 13 km north east of what is currently known as Potgietersrus

The Langa tribe moved from the current Pietersburg area to about 25 km north of Potgietersrus in 1759. Under the leadership of Mapela the tribe moved to Fothanekop situated 40 km to the north west of Potgietersrus. This village/area is still known as Mapela. Mapela's grandson Mankopane became the leader of the Langa tribe in 1836.

Command-General Pieter Johannes Potgieter, son of Hendrik Potgieter was one of the leaders of a group of Afrikaners, the Voortrekkers, who strove to live in South African independently from the English colonisers. The Voortrekkers wanted to settle in the north eastern part of South Africa, which was called the Transvaal. A political battle between Hendrik Potgieter and Andries Pretorius was reconciled on 6 March 1852. This led to the decision by the "Volksraad" (public council) to establish a town Vredenburg in the Makapanspoort area. The location of this town was strategically important for the Voortrekkers since it would improve the safety of the Southern Route of the "groot trek" (great move) to the northern areas in Transvaal. There grazed lots of cattle and the rivers provided fresh drinking water. However, clashes over the possession of cattle in the area between the "boers" (Afrikaner white people) headed by Piet Potgietersrus and the Kekana and Langa tribes headed by Mokopane and Mankopane led to a bloody war which delayed the establishment of an Afrikaner town. Piet Potgieter died in a decisive battle at the Makapansgat caves, which cost the lives of more than 700 members of the indigenous tribes. It took until 1857 before the land claimed for Vredenburg could officially be proclaimed. In honour of the laid Command-General Potgieter as well as that of his father, the town was called Piet Potgietersrus in 1858. However, it took another year before Piet Potgieters became an established town since the clashes between the white and black population hampered development and the inflow of Afrikaner settlers. The first census done in the village in March 1873 revealed that in the number of whites in what was then the Waterbergdistrict amounted to 575. The first Town Council was established in 1904, which was changed to a City Council in 1934.



Babirwa village

2.2 The new

The recently demarcated Mogalakwena municipal area comprises of the former Greater Potgietersrus Traditional Local Council (TLC), the Bakenberg Rural Local Council (RLC) and a portion of the former Koedoesrand-Rebone RLC. The former Greater Potgietersrus TLC is the major urban node and economic growth point of the Mogalakwena Local Municipality as well as that of the newly formed Waterberg District[4] in the Northern Province. Some areas of the former Lebowakgomo homeland have also been incorporated in the Mogalakwena municipal area. The former municipalities in the Mogalakwena area were disestablished with effect from 1 October 2000[5]. The local municipality covers approximately 6 000 square kilometers (Mogalakwena Management Support document, 2001). Its municipal offices are seated in the former Greater Potgietersrus municipal offices, also called "The White Elephant," because of its former status as a white oppressive institute.

The former Bakenberg RLC area forms the heart of the newly demarcated municipality. It stretches from Buffelhoek in the north to Doorndraai Dam in the south. The area formed a horseshoe around Potgietersrus. Bakenberg RLC was much larger than Potgietersrus TLC was. The area covered approximately 5 535 km² and was situated in the western district of the Northern Province, formerly part of the Lebowa Homeland, and Transvaal Province (Bakenberg LDO, 1998). The area is characterized by privately owned commercial farmland, as well as communally owned land encompassing a large number of rural settlements, which fall under the jurisdiction of three tribal authorities. Prior to 1830, the supreme chief of the area was known as Chief Bakebela. The arrival of the whites in 1830 lead to changes due to pronunciation difficulties. As years went by, the area became known as Bakenberg. Currently five traditional authorities are present in the Mogalakwena municipal area, namely in Bakenburg, Bakoni Ba Matlala, Lekalakala, Matlala, Nkidikitlane, Tauyatswala, and Vaaltyn.

2.3 A category B municipality with ward system

The municipality of Mogalakwena is currently in the process of establishing itself conform the criteria prescribed in the Municipal Systems Act No 32, 2000. This follows upon the demarcation of local government boundaries as were formulated in the Municipal Structures Act, 1998. The Demarcation Board reduced the 843 municipalities in South Africa to 284, and determined ward boundaries within municipalities.

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[4] The other municipalities within the Waterberg District Municipality are: Bela-Bela (NP366). Lephalala (NP362), Modimolle (NP365), Mookgopong (NP364) and Thabazimbi (NP361), see Government Gazette No 21617, September 2000.
[5] Provincial Gazette Extraordinary, 1 October 2000, No. 615, Notice 306 of 2000.

Councils need to be organized in such a way that they can fulfil these obligations effectively. This requires:

- Systems for delegating powers and duties
- Systems to enhance community participation and accountability to communities.

The municipal Structures Act spells out in detail three different executive systems of municipal government, each with a different way of allocating or delegating specific responsibilities to individual councilors, or to groups (committees) of councilors. The Mogalakwena local municipality has a collective executive system. In this system the council elects an executive committee, and then delegates executive responsibilities to the executive committee. In a plenary executive system, in contrast, executive powers are exercised by a full meeting of the municipal council. This type of system best suits small municipal councils. The Mayoral executive system allows for the exercise of executive authority through an executive mayor.

In addition, the Act makes provision for participatory systems: the ward participatory system and the subcouncil participatory system. The latter only applies to large metropolitan areas. A ward system could promote public participation in governance. A ward system allows for the establishment of ward committees to facilitate community participation in the matters of local government.
The council of the Mogalakwena local municipality consists of 31 proportionally elected councilors and 31 ward councilors as determined in Provincial Notice 15, dated 11 May 2000. Mogalakwena local municipality has 31 wards with boundaries as determined by Provincial Notice 180 of 2000, dated 10 June 2000. However, ward committees have not been formed yet. In many villages so-called village committees have been in existence for a long time. Village Committees do not have formal legal status, however.

Furthermore, the Municipal Structure Act allows for three types or categories of municipalities:

- Category A municipalities, which have exclusive municipal executive and legislative authority in their area. In other words, there is only one municipal council in an area with a category A municipality. Category A municipalities will be established in metropolitan areas.

- Category B municipalities, which share municipal executive and legislative authority in their area with a category C municipality within whose area they fall. A local municipality is an example of category B municipality.

- Category C municipalities, which have municipal executive and legislative authority in an area that includes more than one municipality, for example, a district municipality.

In short, Mogalakwena is categorized as a B municipality with a collective executive system and a ward participatory system.

2.4 A sketch of development and service delivery

The Mogalakwena local municipality faces an enormous task to alleviate poverty in the rural communities. The Ndebele and Sotho communities, who live around the Mogalakwena River for about four centuries, have been suppressed in their development for the past 150 years. First they were beaten by the Afrikaner settlers and later suppressed through the system of separate development that was enacted by the apartheid regime invented by the European colonists. Racial tensions and inequality are deeply entrenched in the local society. In addition to the suppression under apartheid rule, the traditional hierarchic lifestyle of the tribal communities has contributed to a dawdling development of the area.

The following sketch of Mogalakwena interchangeably refers to information on Potgietersrus and on that on Bakenberg and Koedoesrand-Rebone. The sketch pictures the implications of separate development, the inequalities that exist, the types of settlements and uses of natural resources, land issues and economic opportunities.

Despite and because of the gaps of proper information, this chapter provides a sketch of the Mogalakwena Local municipal area, which aims to assist the reader to form a picture of the municipality.

2.4.1 Developmental status

The Mogalakwena municipal area is predominantly rural with no signs of formalized urbanization associated with facilities and municipal services such as tarred roads, water borne sewerage, well defined shopping nodes and street lights. The more developed former Greater Potgietersrus TLC in the south-east of the municipal area form the exception.

Potgietersrus is the economic centre of the Mogalakwena local municipality. A high degree of development and affluence in the Central Business District of Potgietersrus, the industrial areas near town and residential areas in Potgietersrus, which were reserved for white people, stand in stark contrast to the underdeveloped areas. Black people used to be separated from the whites. Black residents of Mogalakwena mainly reside in the townships around Potgietersrus (Mahwelereng and the settlements Madiba, Moshati, Masethlaneng Maruteng, Masodi, Mountain View and Sekgakgapeng) and in the surrounding vast rural area that used to belong to the former Bakenberg RLC and the Koedoesrand-Rebone RLC.

Before the first democratic elections in 1994, these underdeveloped settlements and villages were attached to the former Greater Potgietersrus TLC but were subject to Traditional

Authorities as well as the government of the former homeland Lebowa and the former Transvaal Provincial administration.

Generally, the rural settlements are poorly serviced in terms of water provision, sewerage, electricity and waste management. Some services are provided by other service providers outside the sphere of local government, e.g. Department of Water Affairs and Forestry and Escom. The only areas that are relatively well serviced in terms of infrastructure, are Potgietersrus and Mahwelereng. Potgietersrus town is situated on a relatively flat area and is surrounded by mountains, which are utilized for water reservoirs from where the rest of the area is supplied.

2.4.1.1 Economic development

Economic development is mainly expected to come from the mining and tourism industry. One of the distinguished characteristics of the northern part of South Africa is its richness in mineral resources. Mogalakwena is well endowed with mineral resources, in particular platinum, granite, tin, and chrome. Presently, only granite and platinum are mined. The largest operative mine is the AMPLAT platinum Mine near Ga-Molekane. The mine is extending its operations and is in the process of moving the village Ga-Pila, a R101m project according to the Mogalakwena town planner. Although the mine is a major source of employment, local communities complain about retrenchments and low salaries. Furthermore, no value is added to the raw mining products when they leave the area.

Expectations from a flourishing tourism sector are fairly high. Indeed the area has a charming character. The old mountains with caves and bushman paintings within the Waterberg Biosphere Reserve provide a habitat to a variety of protected and scarce indigenous birds and wildlife. There are a number of Nature Reserves (Masebe Nature Reserve; Percy Fyfe Nature Reserve; Witvinger/Tsotsodi Nature Reserve; and the Moepel Nature Reserve). The bushveld in the area is conducive to game farming, this is evident from the large number of provincial as well as private game farms found in the area. However, the area is also characterized by poor infrastructure and environmental problems such as overgrazing, erosion and poor water quality.

The status quo in respect of economic activities within the former Bakenberg area (more than 80% of the Mogalakwena municipal area) can be summarized as follows in Table 1:

Table 1: LDO / IDP Bakenberg Rural TLC, December 1998.

SECTOR	COMPONENT	SITUATION	REMARKS
PRIMARY	AGRI-CULTURE	Unplanned and uncontrolled settlements Chopping down of trees for firewood Periodic droughts No farming system in place which contributes to the conservation of land Mainly extensive cattle and goat farming for domestic usage, takes place within the former homeland area. This area is important for the production of field crops, and in order of priority, the following field crops can be listed: Tobacco ;cotton; sunflower seeds; mullet; maize; grain sorghum; ground nuts; citrus; sisal - In terms of livestock, the following is farmed in the former white areas: (in order of priority) cattle (slaughtered) pigs (slaughtered) ostrich (feathers and products) On the farm Swartfontein, the Mapela irrigation scheme is found. This scheme is presently non-functional due to drought.	Subsistence farming mainly Land becoming less able to support the population New Farm management systems needed
	MINING	The only operating mine is the Northern Prospecting Platinum Mine (AMPLATS) A number of other mining activities are either non-operational or partly operational, i.e. sand mining, granite mining, flintstone mining, quarrying and tin mining.	The mine within the TLC area has a limited capacity in employment. The mining industry is probably under-developed in this area
	MANUFAC-TURING	The only formal industries are found in Potgietersrus Majority of trade and value adding processes occurs in Potgietersrus Subsistence repairs - motor repairs	Have to migrate to neighbouring towns such as Potgietersrus and Naboomspruit Vast potential exits in value adding enterprises utilising agriculture and mining as raw material
SECONDARY	CONSTRUC-TION	Construction is of ad hoc nature Limited to village housing and government schemes	
	SERVICES (Water and Electricity)	Contributed to some employment during the electrification and water reticulation of some of the villages	

SECTOR	COMPONENT	SITUATION	REMARKS
	TRADE AND FINANCE	*Majority of trade and value adding processes occurs in Potgietersrus* *No financial institutions other than in Potgietersrus* *There are several localized small business activities within the TLC area* *Apart from a post office, no other formal lending institutions are to be found* *Micro lenders are at a cost to the community, presently fulfilling the functions of the formal institutions.*	*Doubtful whether industrial processing could be supported within the TLC area*
TERTIARY	*TOURISM*	*There are a number of nature reserves and private game farms in the area. Game farming has become a recent option due to drought*	*The tourism potential of the area is underdeveloped* *There are no game reserves registered in the area* *There are no game farms registered in the area*
	GOVERN-MENT SERVICES	*Most money in TLC is spent by Government* *Central Government Supports Province who supports the District Council who in turn supports the TLC* *Government investment mainly in social services such as schools and clinics*	*No real sustainable economic development.* *Once Government spending stops no further growth* *Spending on social services to be supported with sustainable economic/ job creation activities*

2.4.1.2 Growth points

As part of the Northern Province Spatial Rational a number of growth points have been identified in the Mogalakwena municipal area. Growth points are towns and settlements or a group of settlements located relatively close to each other where some form of economic, social and institutional activities and a substantial number of people are usually found. According to a recent management support document prepared for the Mogalakwena local municipality these growth point do not develop to their full potential due to the fact that capital investments are made on an ad hoc basis without long term strategy for the district as a whole. Growth points should be stimulated by higher levels of service delivery, which would provide higher levels of social, physical, institutional ad economic services[6].

Towns/settlements or groups of settlements located close to each other should also be attended to according to the recent Management support document. Such population concentrations are mostly located adjacent to tarred roads or intersections of main district routes, which provide accessibility to job opportunities. These nodes should also be given priority in terms of infrastructure provision with a higher level of services, although not at the

[6] Mogalakwena Management Support: preliminary investigation 2001, Bigen Africa.

same level as for growth points. The following 5 growth points have been identified in the Mogalakwena Municipal area:

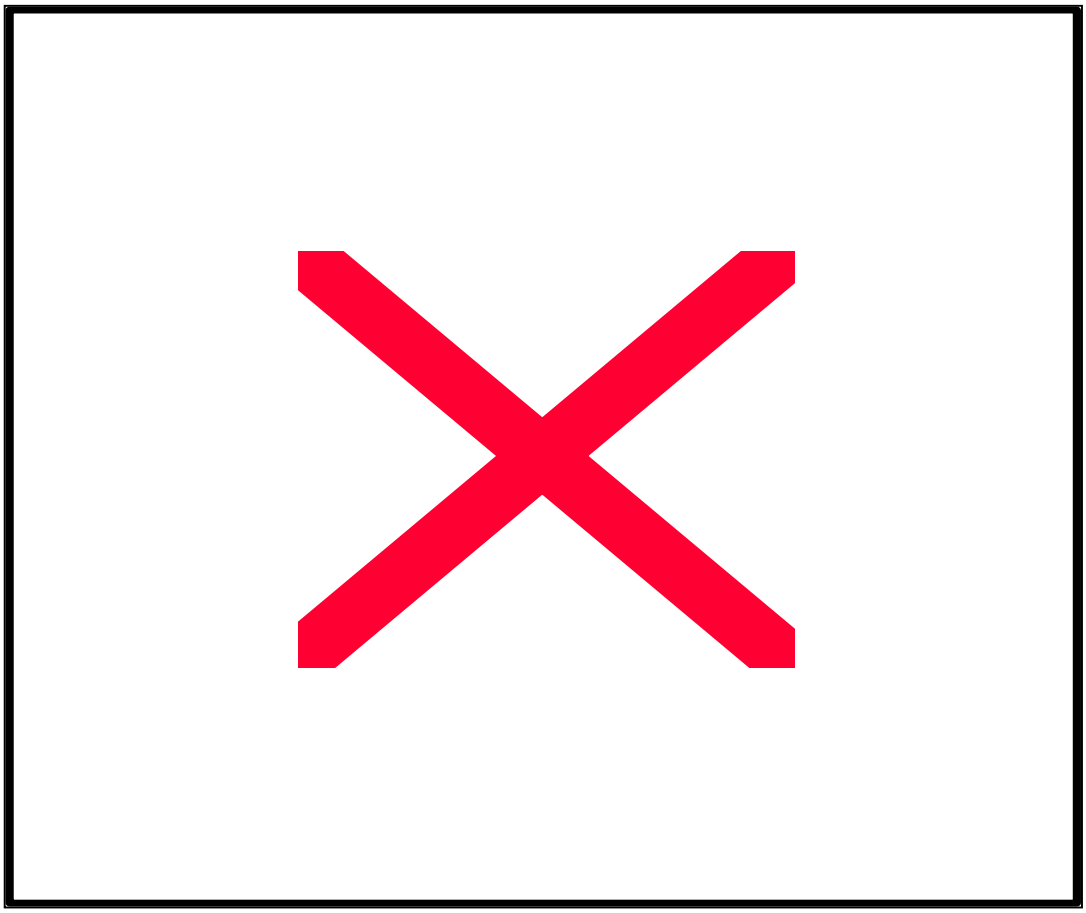
Cluster 1 (Southern part of the municipal area)
Potgietersrus (urban)
Mahwelereng (urban)
Vaaltyn (dense rural settlement with more than 5000 people)
Madiba (dense rural settlement with more than 5000 people)
Sekgakgapeng (Dense rural settlement with more than 5000 people)

Cluster 2 (Southern part of municipal area, but north of Potgietersrus)
Ga-Masenya 1 (dense rural settlement with more than 5000 people)
Ga-Mosoge (rural settlement with < 5000 and 500 people)
Ga-Mabuela (rural settlement with < 5000 and 500 people)
Mapele (rural settlement with < 5000 and 500 people)
Ga-Maenya 2 (rural settlement with < 5000 and 500 people)

Cluster 3 (Centre of the municipal area)
Bakenberg (Dense rural settlement with more than 5000 people)

Cluster 4 (Northern part of municipal area)
Rebone (urban)

Cluster 5 (Northeastern part of the municipal area)
Ga-Mathapo (dense rural settlement with more than 5000 people)



Map 2: Economic clusters (the circles represent the development clusters).

2.4.1.3 New Key Development Areas in Interim Integrated Development Plan

The recent Interim Integrated Development Plan of the Mogalakwena Municipality formulates 17 New Key Development Targets. The Targets have been listed in order of importance in the IIDP for Mogalakwena Local Municipality, compiled by P.E. Mahape & Associates, Emendo Town Planners JV.

1. water sanitation
2. electricity
3. roads and storm Water
4. clinics
5. waste Management
6. Public safety
7. housing
8. LED and job creation
9. sports and recreation
10. community facilities
11. cemeteries
12. telecommunication
13. post offices
14. education and training
15. land tenure reform
16. institutional development
17. youth development

The above list elicits some crucial questions. Firstly how has the order been determined? The order of key development targets has not been informed by the existing documentation (LDOs), since in these documents no economic and land objective were ordered in terms of

priority. Secondly, why does the item youth appear on the list and not that of gender equality. Furthermore, given the societal tensions (traditional versus democratic leadership and racial divide), one would expect to find these issues on a key development target list.

2.4.2 Land

A major underlying constraint to development relates to the way in which land, water and mineral resources in the communally owned areas of the rural areas are being managed. The main problem with land ownership is that the system of land administration and tenure is archaic and does not reflect the need for public control over the use of land, and security of tenure. Land use patterns in the area do not support sustainable economic growth and cost-effective infrastructure provision. In most of the Mogalakwena area land ownership is vested in the hands of Traditional Leaders, who allocate plots of land and allow households to erect their dwellings. The people occupying the houses do so as long as they conform to the rules laid down by the Traditional Leader under the Permission to Occupy (PTO) rules.

2.4.2.1 Tenure rights

Ownership and governance of land that used to formally fall under homeland jurisdiction and the former Transvaal Provincial Authorities are mostly in the hands of traditional authorities. Formal regulations confer on the state the power to allocate land to individuals and communities through the issuing of permissions to occupy (PTO). The state also has the responsibility to control the use of the land and to register tenure rights. However, the state has to exercise this responsibility in consultation with the relevant Tribal Authorities. In practice, however, the Tribal Authority through the chief or headman, allocates land rights in the area. In most instances the allocation is not reflected in formal PTOs. As a result communities experience their tenure rights as being vulnerable and at the discretion of chiefs and headmen. Applications for LED Funds are affected by these practices, since proof for land ownership or land lease details are required for approval of the application. However, in practice this requirement is not as strict as is formally prescribed. The insecure tenure rights also rules out the possibility of using fixed property as collateral to raise loans housing of business purposes.

The White Paper on South African Land Policy, 1997, introduced a new framework for securing tenure rights of all South Africans in accordance with the requirements of the Constitution of the Country. This Policy, supported by the Department of Land Affairs' Tenure Reform Program, offers communities choices in securing their tenure rights.

In the Bakenberg LDO (1998) it was proposed that a "Tenure Reform Investigation would be implemented with the following as brief:

- To identify the land administration and tenure needs issues and concerns in the Bakenberg area.

- To assist role players in identifying options for tenure and land administration in the area.
- To assist role players in evaluating and selecting options.
- To assist role players compiling a work program and securing funding for the implementation of an appropriate land administration and tenure system and supporting projects for the former Bakenberg RLC area.

In addition, the LDO Public Participation Committee had agreed to a Macro Spatial Framework that provides for the following:

- The designation of areas for village, agriculture tourism and mining development.
- Residential densification and the concentration of urban development around the Bakenberg - Mapela - axis through the centre of the TLC area."

It was further proposed that the Macro Spatial Framework be designed in greater detail to serve as a plan for the designation of land uses in the area (infrastructure, residential, social, business etc.).

Also in the IDP for Greater Potgietersrus TLC (Final Report, 1998) it is stated that "land ownership is inevitable and a prerequisite for future development and consequently it should be the priority of the TLC to:

- get the authorization of the tribal authority to proceed with township establishment procedures; and
- in a phased manner within a period of 5 years formalize the informal areas of Lekalakala, Madiba and Sekgakgapeng by surveying and proclaiming towns in phases which are acceptable to the satisfaction of the community

The emphasis should be on the upgrading of existing areas and not of approving new subsidy schemes (as far the Provincial Housing Board subsidy schemes are concerned)."

Interestingly, the IDP final report (1998) stated that "*a Deputy Chief Executive Officer be appointed to oversee the implementation of development and the creation of opportunities for future growth. His responsibilities will inter alia, include:*

- *[…] the involvement and development of the community within the LED framework (preferable a woman)*
- *the involvement and development of the business, industrial as well as other economic sectors in the development of the Potgietersrus TLC area; and*
- *overseeing the different training programs in the area.*

As the 3 development Officers will be directly responsible to the Deputy Chief Executive officer, it is proposed that he has a say in their appointments. They should thus only be appointed after he has acquainted himself with the development situation in the Greater Potgietersrus TLC area."

Apart from the fact that the author(s) of this document showed a questionable perspective on male-female power relations – it discloses a rather gender-insensitive approach – it does also fail to provide a priority listing of development areas and issues. Land tenure and development go hand in hand, therefore at least an indication of the inter-relatedness of land ownership and development should have been included.

Despite all the above intentions, little has changed with regard to land ownership and secure tenure of land. However, a noteworthy development is in place here. Recently, the Bakenberg Poverty Alleviation Project funded by the P.E.A.C.E. Foundation started. One of the components of project entails a pilot study on the formalizations of municipal infrastructure. The formalization of infrastructure entails surveying and planning the residential sites, transfer of ownership to the residents and educating the formalized owners in property ownership. An excerpt of the project description is presented in Appendix 1.

2.4.3 Demographics and social issues

The available LDOs LEDs and IDPs all more or less use the same background data to describe the demographics of the areas that now make up the Mogalakwena municipal area. Essentially, the data are all based on three data sets, which are used in an unorganized and confusing manner. The 1991 census adjusted for 1993 and 1995 are used in most of the documents. Recently, data that were gathered by the Department of Water Affairs and Forestry have been used as well. The information sources are not always correctly stated and different population data are used within the same report without mentioning this inconsistency.

2.4.3.1 Population

Population statistics vary significantly. It is estimated that approximately **354 396** people currently reside within the Mogalakwena Municipal area (Management Support document, 2001: Northern Province Spatial Rational and First Order Strategy for water provision conducted by the Dep. of Water Affairs and Forestry (DWAF) in 1995). However, the 1996 census data suggest a much lower statistic of approximately **281 285**. The difference between the two population figures – 73 111 – amounts to more than 20% of the highest estimation and to about 26% of the lowest estimation of the population figure. An unofficial population figure adhered to at the municipal office amounts to **380.000**. This figure is combination of the 1995 DWAF data for the area outside the former Greater Potgietersrus TLC plus the 91

census data (population growth rate of 4.5%) and partly on settlement figures (5.6 people per settlement) that have been adjusted for the formalization of certain settlements.

2.4.3.2 Health

Information on clinics and hospitals etc. is reasonable well available. Inadequate primary health care facilities, particularly clinics, is a major concern in the area. According to the Bakenberg LDO (1998), “the concern is not so much the number of clinics, but rather the quality of the facilities, availability of medicines and medical equipment and the quality staffing at the clinics. A system of Local Health Committees is being implemented in the area. However this system is not working well and needs to be re-examined and restructured to ensure proper communication around health issues.”

Problems that were identified in the former Potgietersrus TLC pointed to: lack of co-ordination between the municipality and the Provincial Department; delay in the implementation of the district health system; lack of community projects; over utilization of clinics in Potgietersrus town, while the clinics in Mahwelereng being under-utilized, lack of consultation and participation; inadequate primary health Cares Facilities (mobile / satellite clinic); insufficient emphasis on prevention and disease control; shortage of suitable qualified personnel; the majority of people visiting the clinic in Potgietersrus are from outside the TLC area; and fragmentation and inequitable access to health care.

2.4.3.3 Education

Although statistics on education are questionable (population figures are inadequate), documentation of educational resources and educational level is fairly well available.

The inadequacy of education facilities primarily relates to insufficient classrooms and administrative buildings at existing schools and to shortage of teaching equipment and furniture at schools. In the former Potgietersrus TLC area the main issues that were identified included: overcrowding at schools; lack of adequate facilities to combat illiteracy; need for reactivating skills training academies; lack of private sector support and internship/in-house training; and different standards in different schools lead to migration, overcrowding etc.

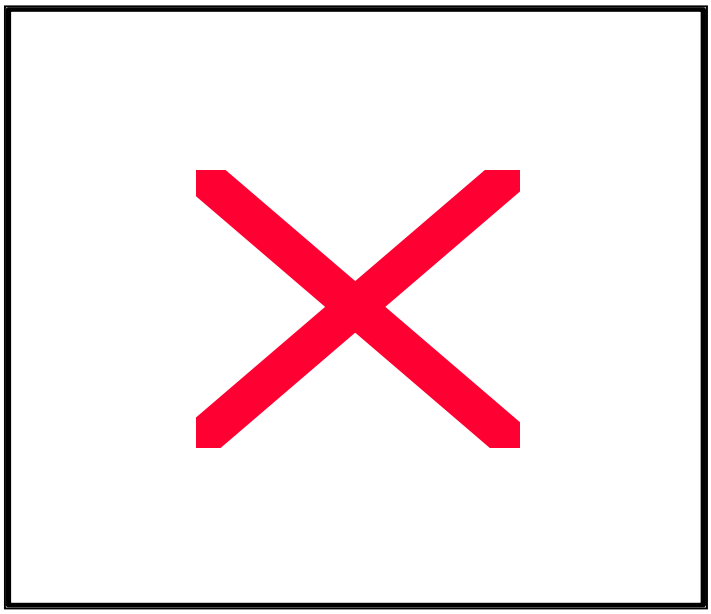


Figure 1: Educational levels in Mogalakwena (MDB website)

2.4.3.4. Crime

Although crime statistics are not accessible to the public in South Africa, the planning documents present old data which suggest that crime in the Mogalakwena municipal area is on the increase. The following causes have been put forward: rapid urbanization and influx of people lead to an increase in criminal activities; inadequate resources constrain the effective functioning of the SAPS; lack of community support (non-functioning of police forum); no or poor response from emergency calling services; and the institutional capacity of police is lacking.

Interviews with local people reveal that lack of parental guidance and alcohol abuse make youngster more prone to and vulnerable for rape and other forms of physical abuse and violence. Furthermore, poverty plays an important role.

2.3.4.5 Political landscape

The majority of the Mogalakwena electorate voted for the African national Congress, the leading party of the South African national Government. The graph below was downloaded from the Municipal Demarcation Board's website. It clearly shows the overwhelming proportion of ANC supporters.

The Council consists of 31 ward councilors and 31 proportionally elected councilors. The majority of the councilors used to belong to the council of the former Bakenberg RLC.

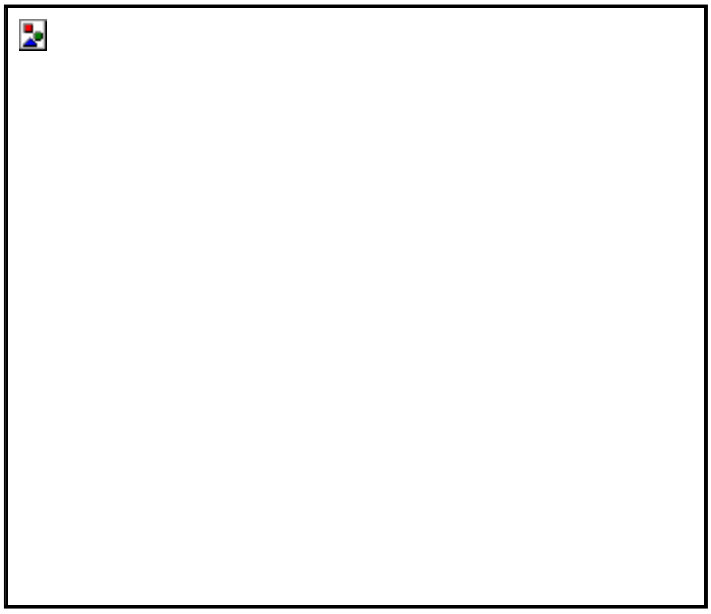


Figure 2: Number of votes for various political parties. Results from the 2000 Local Elections in Mogalakwena (MDB website)

2.4.4 Housing and related services

Data on housing and housing related issues in the former Greater Potgietersrus TLC seem accurate. Service delivery in terms of sanitation, electricity and waste removal is easily obtained form the service providers. However, the number of settlements, private and communal services offered in the more remote and less well developed areas were only roughly estimated in the documents.

Payment for service delivery is a problem, since most people live underneath the poverty line. Furthermore a culture of non-payment for service delivery is still alive in South Africa. Individual's willingness to pay for services and thereby contributing to the general good (i.e. the provision of services to a collective/community) is generally low.

2.4.4.1 Housing

Generally, it is found that there is a shortage of proper housing. A large proportion of the latest projected budget is allowed for the implement low-cost housing projects. Currently an estimated backlog of 1 500 houses for low-income families in the former Greater Potgietersrus TLC exists. Speedy delivery of houses is needed according to the planning documents.

According to the Bakenberg LDO, 1998, all the residents of the former area should have access to full ownership of land in the area The RLC must properly manage the development

of informal settlements in the TLC area. The Bakenberg LDO stated that the problems related to housing are twofold:

- Housing settlement in the area takes place in a haphazard way without proper planning and the provision of basic household infrastructure. This problem needs to be addressed through the timely identification and designation of land for housing development.
- There is a shortage of planned and serviced sites for housing and inadequate support for housing construction in the area.

Interestingly, the Bakenberg LDO does recommend the formalization of existing houses. Residents should be enabled to formalize the "ownership" of their house. The same argument has been made in a recent proposal for formalization of existing residential areas, which has been discussed in more detail in the section on land.

2.4.4.2 Refuse removal and disposal

Only in Potgietersrus town a formal waste disposal system is in place. No formal or organized refuse removal and disposal system exists in the rural areas. Refuse is normally thrown onto a heap or into a pit and left to rot or burnt. No recycling is done other than through conservation clubs at certain schools. This results in unsafe and unhygienic conditions. A formal refuse removal and disposal system needs to be introduced in the area. To kick-start this process the Bakenberg LDO (1998) proposed that Refuse Removal and Disposal Pilot Project be designed and implemented in the villages of Bakenberg and Mapela. This has not happened yet. The major problems include ignorance among communities and business, to few vehicles are available for waste collection, recycling and composting occurs inefficiently, and people illegally dump their waste in open areas.

2.4.4.3 Sanitation

A study by the Department of Water Affairs and Forestry shows which areas have electricity, and what type of sanitation. The provision of sanitation facilities in the rural areas is inadequate, with most villages having only pit latrines below the RDP standard. This state of affairs results in unhygienic conditions and ground water contamination. In terms of the Department of Water Affairs and Forestry's Rural Sanitation Program, provision would need to be made for sanitation awareness and construction of VIPs. There are two sewerage systems in operation in the former Potgietersrus TLC, namely in Potgietersrus and in Mahwelereng. There is an urgent need for a new purification plant in the area. If a new purification plant is not provided soon, it may hamper future development of the former Greater Potgietersrus area.

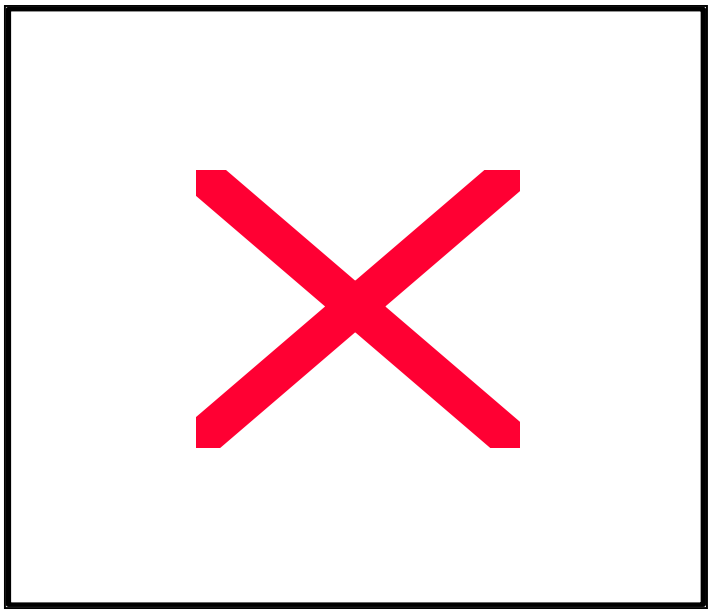


Figure 3: Sanitation per household in Mogalakwena (MDB website)

2.4.5 Electricity

Electricity in the rural areas is generated and distributed by Eskom. Potgietersrus town provides electricity to most of the former Potgietersrus TLC areas. More than 90% of the area has not been electrified. A list has been made available by ESKOM as to which villages will be electrified in the next four years. The former Potgietersrus TLC provided electricity to Potgietersrus town. Escom was responsible for the electricity supply to the Mahwelereng, Madiba, Vaaltyn and Sekgakgapeng settlements. The main problems in the area are that people make use of illegal service connections, vandalism of meter boxes, tampering with meters, and that none of the system details and underground cable positions have been captured on a G15 systems, which hampers efficient service delivery. If landowners or occupants do not pay for electricity the TLC disconnected the service (Greater Potgietersrus TLC, LDO, 1999). This is also the practice today.

2.4.6 Water

The central part of the Mogalakwena municipal area is characterized by a five-year rain cycle, which means that for five years the Mogalakwena is virtually dry, and for five years there is a sufficient flow. Dams have been built in the Nylstroom area near Potgietersrus, hindering the flow of the river. There are a number of other important rivers flowing through the study area, such as Sterkrivier. The Sterkrivier flows alongside the western border and flows into the

Doorndraai Dam. Also here, dams built upstream hinder the flow of the river. The Pholotsi River flows past the Ga-Mapela, Pholotsi villages and is a tributary of the Mogalakwena River. It is a non-perennial river. A dam has been built in the river to enable the villages to utilize the water. Lastly the Thwathwe River flows past the Ga-Mabuela, Ga-Masogem villages and is a tributary of the Mogalakwena River.

The shallow gradient of the rivers in the area contributes to the creation of wide flood plains and pans (referred to as the Nyl pans) of ecological importance. The Nyl pans are extensively utilized for grazing, stock watering, fishing and farming by residents of Vaaltyn, Sekgakgapeng and other settlements near Potgietersrus. The Nyl River Floodplain and Pans is qualified as a wetland of international importance (according to criteria laid down by the Ramsar Convention of 1971) due to its rarity within the biogeographic region, its ability to support a vast assemblage of birds, and its size (De Villiers et al. 1996). The Planknek wellfield, which lies within the Potgietersrus Game Breeding Centre, consists of approximately 20 boreholes and supplies water to Potgietersrus. The wellfield is declared Subterranean Water Control Area (in accordance with the Government Gazette, 16 February 1990). The Mahwelereng/Rooisloot delta wellfield is identified as a ground water protection zone. In the rural areas one finds many boreholes at farms and villages.

2.4.6.1 Water delivery

Villages in the area receive their water from boreholes or collect water from rivers. A number of dams have been built in the Mogalakwena River to enable the villages to utilize the water for agricultural as well as domestic use. Although there are a large number of rivers in the study area, mismanagement of the water resources and unequal distribution of water rights has caused a scarcity of water. The absence of potable water (at minimum RDP standards) in 65% of the villages in the Bakenberg area for instance poses an urgent problem to the communities. These problems are articulated by the community as “insufficient supply”, “unpurified water”, “sources of water too far (rivers)”, and “pumped equipment not secure” (Bakenberg LDO, 1998).

Potgietersrus town receives bulk water supply from the Doorndraai Dam. Supplemented with boreholes at Planknek and Weenen, which can provide an estimated average of 6 850 kl per day. The bulk water supply system from the water treatment works at Doorndraai Dam will soon be upgraded to include the Mahwelereng/Madiba towns. The current pre-payment standpipes spaced within a 200m walking distance complying to the minimum RDP standard were constructed in Madiba. However, because of unavailability of water and of the payment system which is difficult to enforce and maintain. Most people receive their water from local boreholes and private boreholes with hand pumps. Other rural villages receive water from boreholes.

Most villages have a pump operator who is paid by the Department of Water Affairs and Forestry (DWAF). The pump operators, who do attend the Committee meetings, ensure that the equipment is in working order, that it operates for the given number of hours, that the storehouse is kept clean and that the Water Committee of the community is made aware of problems. Many villages rely on diesel water pumps and so are dependent on an adequate supply of diesel, which is not always available. The possibility of electrifying these pumps is being investigated.

Water schemes that had begun or were soon to be initiated at the time of the DWAF research included:

Council water projects include:

- *Dipere/Nong and Senita water projects*. DWAF and the former Bosveld District Council have been involved in these RDP water supply programs. Even though villages exhibited some water infrastructure there was a need to enlarge existing facilities such as pump stations, reservoirs, reticulation, street taps and so on. According to the DWAF sanitation survey the water provision was in these villages was below RDP standard.

DWAF Water Projects include:

- *Rebone small water scheme*. The former RLC had secured R2.5m RDP funding from the Area Planning Forum. The Area Planning Forum was a grouping of all the R/TLCs in the Western Region focusing on the allocation of funding. These funds were allocated to Blinkwater (not part of the new Mogalakwena), Uitzicht, Segole 2 and Moshuka. Blinkwater had been allocated R550 000 of this funding and other villages R500 000 each. Each village created their own community structures and an overall central committee had been established.

Generally, both the provision of potable water to villages and the proper operation and maintenance of current water supply systems need attention. To address these needs, it was proposed that a Water Services Development Plan for in the Bakenberg area be drafted, as provided for in the Water Services Act, Act No 108 of 1997 (Bakenberg, LDO 1998). Currently there is only such a plan for the former Potgietersrus area (part of the Greater Potgietersrus TLC, LDO, 1999).

Recently the firm that conducted the water supply study for Potgietersrus compiled a proposal to take up further the recommendations that were made in the LDO document: *Project Business Plan for the Greater Potgietersrus Local Authority Area groundwater source modelling, 2000 by Southern Africa Geoconsultants (Pty) ltd and V3 Consulting Engineers.* They have not received a formal reaction on their proposal yet. The proposal was intended to define a project to develop and calibrate a numeric groundwater model. Such a model could

be used for evaluating the sustainability of groundwater resources in the former Greater Potgietersrus TLC area. The model could be informed by the results of previous investigations and available information from the Department of Water Affairs and Forestry, Local Authorities, private companies, mining companies and landowner.

A pilot of this project in parts of the well developed and in underdeveloped areas of Mogalakwena might be a good start to see what is needed and possible to better co-ordinate between existing groundwater users and new groundwater development. It could also raise the level of groundwater awareness under the local population and sets the basis for the establishment of a Water Users Association for the area.

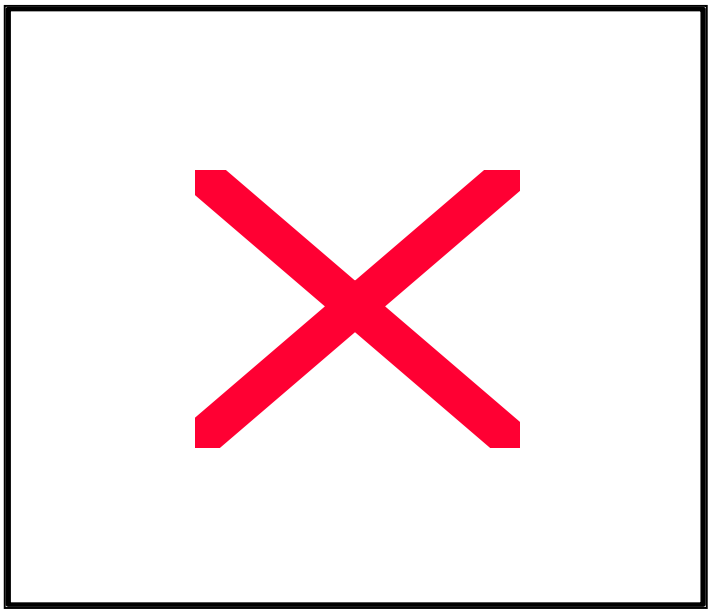


Figure 4: Water source per household in Mogalakwena (MDB website)

2.4.7 Roads

There are two major surfaced (tarred) roads through Bakenberg, the R35 from Potgietersrus to Groblersbrug and the R518 to Marken. Only 20% of the community utilize these roads. All other roads are gravel and in a poor state of repair, including the main road running through Mapela and Bakenberg. Moreover, the storm-water structures throughout the area are inadequately constructed and maintained, and some roads are impassable in wet weather. The poor road network is one of the main reasons for the inadequate bus service in the area.

Several councilors and the Major of Mogalakwena indicated that tarring of busy routes should happen soon. However, no concrete projects have been tabled yet. A Maintenance and Upgrading Plan for the Northern Province Unpaved Road Network was compiled in 1997,

according to the Bakenberg LDO, 1998. This plan lists the road network for the former Bakenberg TLC area and presents desk calculation of the blading cycle required for each road. The upgrading proposals still have to be confirmed with panel inspections and further project level detail analysis. The Bakenberg LDO also urged for the implementation of a Roads and Stormwater Upgrading and Maintenance Program for village roads in the rural areas. This is partly budgeted for in the recent 2001/2002 municipal budget.

2.4.8 Conservation and pollution

There are several areas that could be earmarked as conservation areas in the Mogalakwena local municipality. The conservation status is a measure of the degree to which an environment has been modified from its pristine state. There are several areas with conservation status in the area. These include: The Rooisloot Delta; the Nyl River floodplain and pans; the savannah on mountains area within the Potgietersrus Game Breeding Centre; the Euphorbia ingens/Aloe covered hills; and the scrub savannah. The latter two are located in densely populated, moderately disturbed areas. Were possible these areas should not be further disturbed. Currently, Steffen, Robertson and Kirsten are undertaking a Strategic Environmental Assessment (SEA). The results will be available later this year.

The mining industry disturbs the environment in several manners. The water needed for mining is substantial and therefore costly to the environment. Furthermore the mud produced by the mines form huge flat grey hills. The smell from the mines is also unpleasant. The detrimental effect to soil and water has however not been researched extensively. The LDO/LED and IDP documentation are silent about it. It is unclear to what extent the mines produce hazardous waste is generally generated from industrial and mining activities. Control of waste arising from domestic and commercial activities is generally poor / non-existent in the area and most villages do not enjoy the waste removal services at all. In areas of dense human settlement the high demand for firewood denudes the watercourses of streams and drainage lines of vegetation.

The envisaged growth in tourism in the area is strongly based upon the richness of the vegetation, animals and the rural nature in the north/west region of the municipality. The Makanpansgat caves also serve as an attractive historical monument. The Waterberg Biosphere Reserve plays a major role in the conservation of the area. Through education of the public, providing assistance in development and raising awareness of the importance of environmental conservation communities learn to understand the value and proper use of their water and land. Better management and well-planned intensification of agriculture, livestock, but also game-breeding projects is commonly recommended.

2.5 Important issues

The major challenges facing the municipality are not distinctively different from other municipalities in the province. First of all there is a strong need for basic service delivery. Specifically, clean and sufficient water and the delivery of electricity have priority. Secondly, the municipality comprises vast rural traditional areas, which are underdeveloped and situated as far as about 100 kilometres from its administrative centre in Potgietersrus town, the former Potgietersrus Transitional Local Council. The former Koedoesrand-Rebone and Bakenberg administrations serve as small satellite offices.

In addition, the Mogalakwena local municipality is currently experiencing some problems in its co-ordination with both the District Municipality and adjoining local municipalities as well as with the Provincial Government.

Furthermore, the municipality has serious financial problems, it experiences uncertainty over its powers and functions and struggles divisions among its residents. The folowing sections will deal with these in some greater detail.

2.5.1 Finances

The new municipality has a substantial debt of R31.7 million. A credit control policy is under preparation will have to be approved and implemented as a matter of urgency (MSP-Mogalakwena, 2001). The municipality receives an equitable share from the government for indigent support. This forms a major part of the only R1 million working capital. The tax base of the former Potgietersrus was adequate, but this is by far not enough to cater for the newly demarcated municipality. According to the MSP special measures have to be taken to ensure additional income from the added areas. However, the income levels in the rural areas are so low that assistance will be needed from Provincial/Central Government. Infrastructure will not be adequate for service delivery in the extended municipal area and the area will have to join forces with the Waterberg District Municipality.

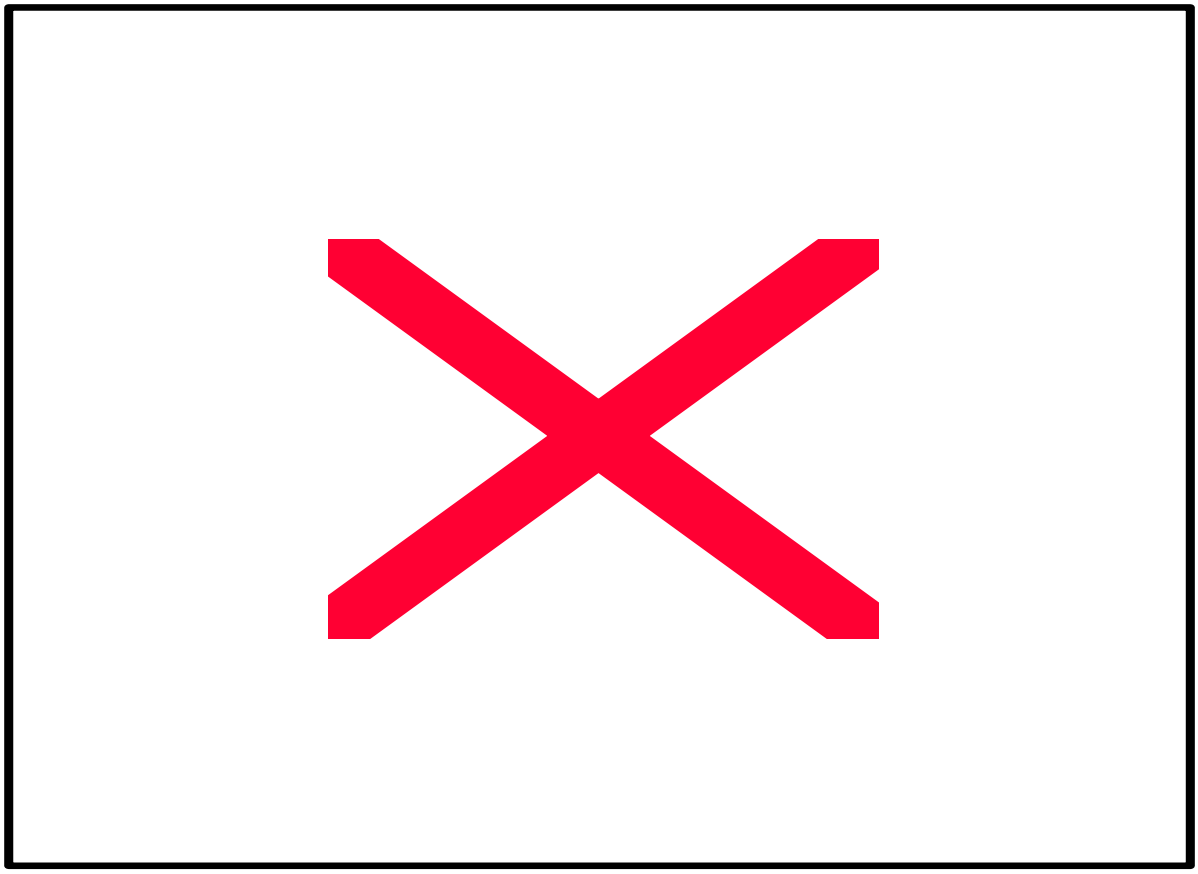
The strategic Capital Budget proposed for 2001/2002 amount to a total of R 222,994,530. This is almost 200.000.000 more than the amalgamated budgets of the three former councils of Koedoesrand-Rebone, Bakenberg and Potgietersrus. The IIDP did not provide for details that could account for the increase of the budget.

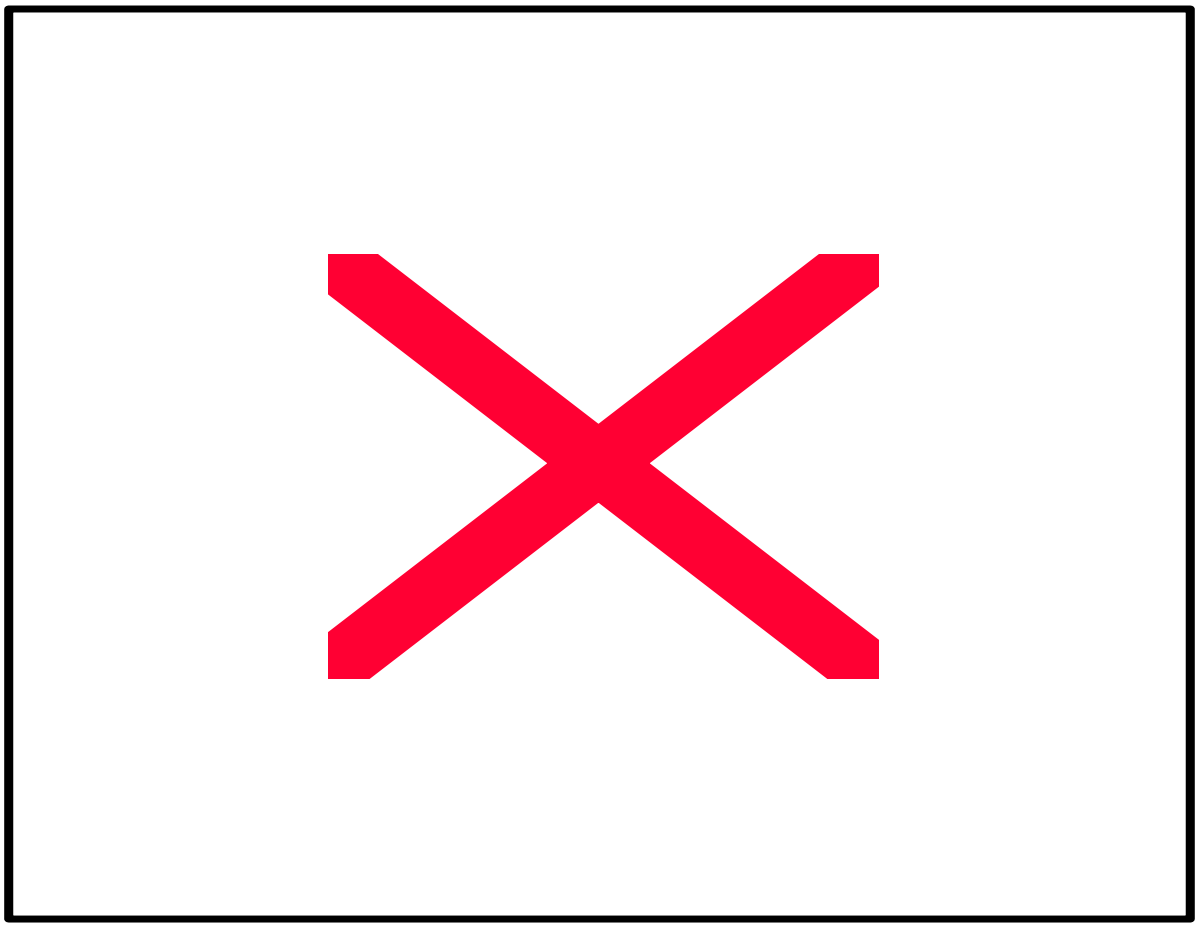
2.5.2 New Powers and Functions

One of the problems with the finances of the municipality that have been very carefully phrased in the MSP document, but which is important to underscore, relates to unpredictable nature of expenses. The council approves and rejects expenses without strictly following the budgetary constraints and priorities. The causes for this need further investigated. One of the

factors that plausibly impact on such unpredictability is the lack of proper information on situation of the municipality among decision-makers.

In addition to this, the municipality faces uncertainty about its future status in terms of its powers and functions. This implies high levels of uncertainty among administrators, in particular. The predominantly white employees cannot be transferred, but should be re-appointed in case they want to continue their employment. Given the affirmative action policy in South Africa favoring members of the formerly disadvantaged communities, which in effect means that preference will be given to black South Africans. The current powers and function have been formulated according to the Authorization in terms of the Local Government: Municipal Structures Amendment Act, 2000 (ACT No.33 of 2000) and Provincial Gazette Extraordinary, 19 January 2001, Notice No 660.





Until 5 December 2002 the MEC for local government in the province may authorities Mogalakwena Municipality to perform or exercise several functions and powers and aspects thereof that otherwise are authorized to the Waterberg district.

According to the Municipal Demarcation Board "*defining the definition of each municipal function is a high priority and should be developed in co-operation with the relevant national and provincial departments. Secondly a set of criteria should be developed to measure the capacity of each municipality to perform that function. As indicated above the criteria will probably differ from function to function. Due to the specialized nature of certain functions it might be advisable to consult professional institutions on suitable criteria. Thirdly, the criteria will have to be applied to each category B municipality and to each category C municipality so as to compare the capacity of the B and C municipality to perform a function. As the criteria will vary form function to function, a separate comparison for each function is suggested. During such a comparison any adverse effect that may follow from an adjustment must also be considered*[7]".

[7] Discussion document on powers and functions, authorizations and the determination of municipal capacity, MDB, March 2001

In the wake of more clarity on the powers and functions a situational analysis of Mogalakwena municipality should focus on the capacity to exercise and perform current as well as potential powers and functions of the municipality.

2.5.3 Racial tension

Another point that needs attention is the racial tension hampering co-operation and trust. History dictated separation of the former more developed "white" urban Potgietersrus TLC from the former underdeveloped "black" Bakenberg and Koedoesrand-Rebone in the western part of Mogalakwena, which used to fall under the jurisdiction of the former homeland Lebowa. Inequality in human rights, resources, and opportunities for personal growth had been determined by enforced racial categorization. The amalgamation of these areas enforced white and black South Africans to work together. Knowledge and experience with municipal administration benefits the predominantly white municipal employees and the small minority of white councilors.

A survey among the councilors, staff and some other stakeholders revealed some interesting patterns of identification among the councilors and staff members. As is suggested in figure 5, councilors, staff and union members did not seem to differ in their identification with members of the administration of the municipality.

The majority of the 54 respondents indicated that they felt close (Mean=2.6: between (2) *neither close, nor not close* and (3) *close*) to the officials. Identification with council members was in contrast significantly less strong among staff members than among the councilors themselves and union representatives. The officials varied between feeling *not close* and *neither close, nor not close.*

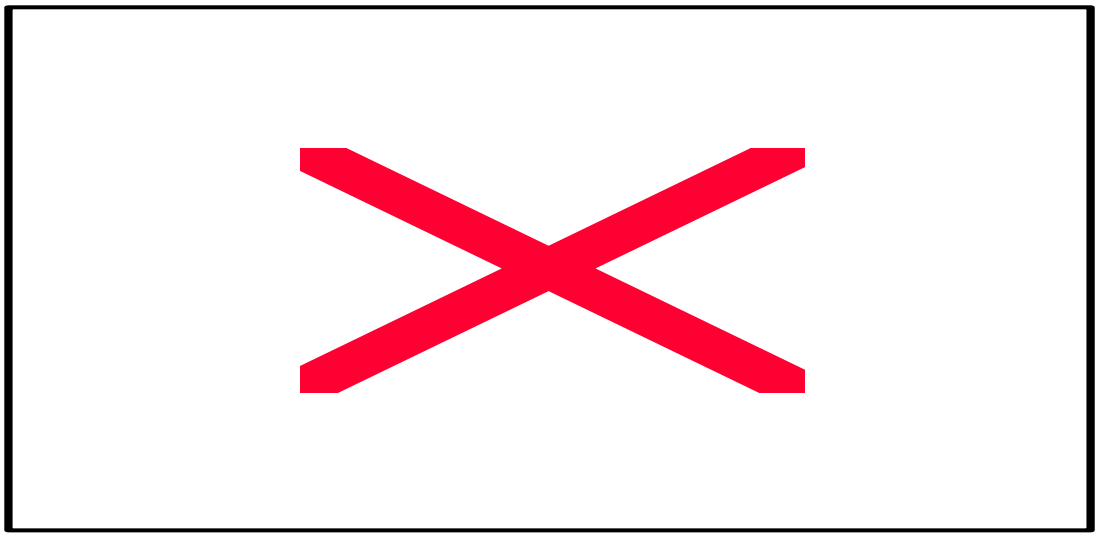


Figure 5: How close do you feel to officials in the Mogalakwena municipal administration?
Not close (1) / Neither close, nor not close (2) / Close (3).

Councilors and union representatives on the other hand indicated that they felt as close to the councilors as to the officials. These figures suggest that official feel more distant towards the councilors than visa-versa.

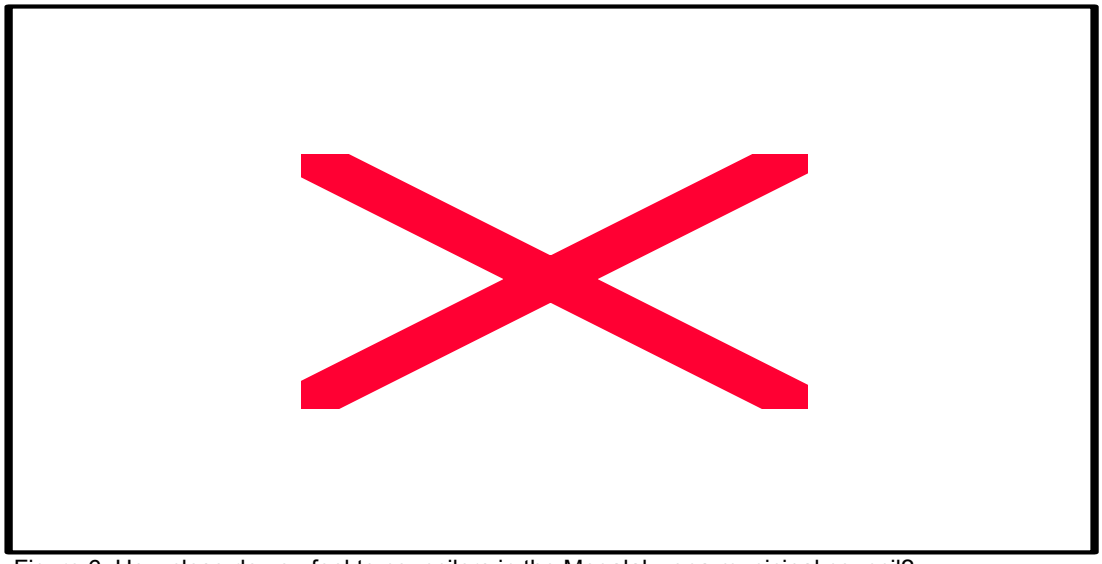


Figure 6: How close do you feel to councilors in the Mogalakwena municipal council?
Not close (1) / Neither close, nor not close (2) / Close (3)

This does not necessarily represent differences between councilors and officials that are related to the relation between officials and councilors, however. The above figures might also show other types of differences between councilors and officials. In order to see whether differences in feelings of closeness were indeed related to the working relations in the municipality or to other types of differences in identification, the respondents were also asked about their closeness to other groups of people, such as people in their neighbourhood, people who speak the same language and people with the same political views.

Interestingly, official showed less strong identification levels with all the other types people than did the councilors and union representatives (see for instance Figure 7). This suggests that staff members feel less close to members of the society in general. However, their identification with councilors was generally less strong than identification with people in the neighbourhood and so on. One might conclude that the staff members feel distant from councilors and are neutral toward other types of groups in general. Councilors, on the other hand, show stronger identification with other people in general. Their level of identification with officials (2.7) was even higher (though not statistically significant) than that among officials themselves (2.5). Variation in levels of feeling close was much smaller among councilors than among officials.

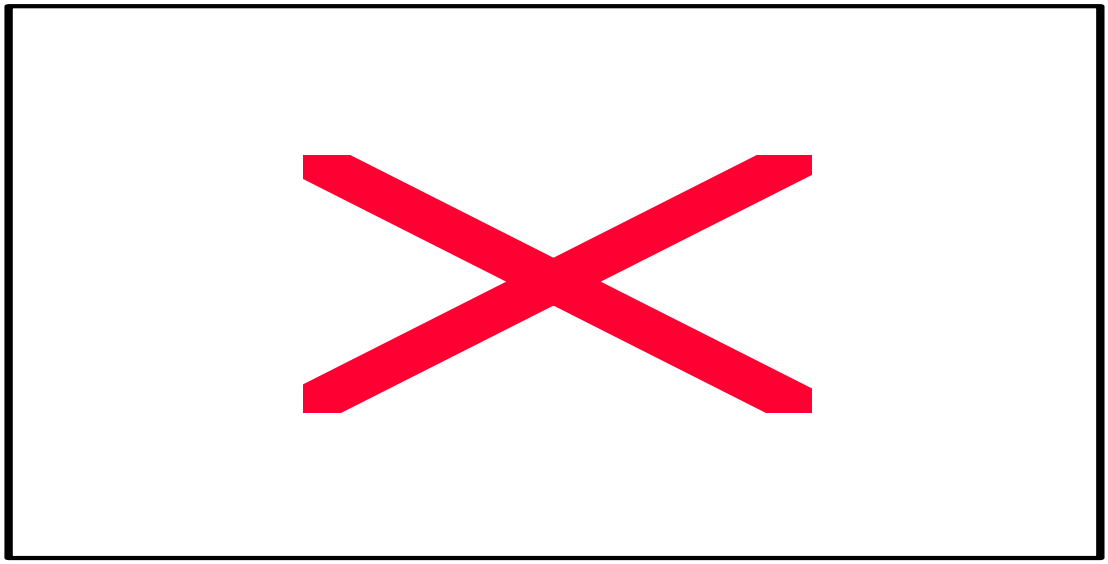


Figure 7: How close do you feel to people who live in the neighbourhood as you live?
Not close (1) / Neither close, nor not close (2) / Close (3)

These findings confirm other survey findings, which suggest the same types of differences in identification between black and white South Africans on a national level (HSRC, Idasa survey research 1996-2001). Generally white and higher educated people feel less close (identify with) others than do black and lower educated people. This might be explained by cultural differences, spurious correlation, belonging to a minority versus a majority, levels of dependency on others and so on. Further research is needed to see what can explain these findings.

In the case of Mogalakwena municipality, the data suggest that officials identified less with councilors than they did with other people (for instance in their neighbourhood). This seemed to be related to racial tensions.

Unfortunately, the numbers of black officials and of white councilors that filled out the questionnaire were too small to look at racial differences among officials and councilors. This was because few black officials were in the position (too low rank) to attend the strategic workshop and only few councilors were white.

However, another source of information on racial tensions forms the Strategic Objectives of the Employment Equity Plan May 2000 of the former Greater Potgietersrus TLC. This document provides some illustrative aspects of racial tensions experienced at the municipality:

Enhance the process of transformation and develop a culture of diversity

There is discrimination against white males and females in the work place, against homosexuals.

If something goes wrong in the work place, all blacks give the whites the blame for "apartheid".

Certain black employees are aggressive towards white employees.

Something has to done about the black people eating habits.

There are no disciplinary procedures for blacks, only for whites.

If a white person gives a black person a job to perform he does not obey such instruction.

Establish and maintain a sound personnel administration system.

There are two different tea groups, because of the black employees who did not pay their tea fees.

Black people are allowed to wash and shower during their work time, white people are not.

Only white people is given time to take their children to the doctor.

Source: Strategic Objectives of the Employment Equity Plan May 2000 of the former Greater Potgietersrus TLC.

2.6 Conclusions

An overview of the available information on Mogalakwena reveals the following:

The economic node, Potgietersrus now has to carry and uplift a municipality of approximately 6 000 km^2, which is almost 60 times the size of the former Greater Potgietersrus Transitional Local Council. In the former Greater Potgietersrus reside 90 000 to 120 000 people, whereas in the rural areas the population figure varies between 200 000 and 300 000 people.

The need for economic upliftment of the Mogalakwena community is strongly related to a current lack of basic services such as clean water, electricity, roads and transport. Furthermore, land reform needs urgent attention in order to formalize settlements and to

provide individuals and communities with tenure rights. In effect, this also implies properly surveying of the area.
The Municipality has to overcome deeply grounded cultural divisions. Without trust among councilors, officials and citizens, people's contributions to the "collective good" and co-operation will be hampered.

In addition to the operational problems of the Moagalakwena municipality due to a deficiency in income generating service delivery and shortage of human and financial capital to deliver services and poor intergovernmental co-operation (local municipality – district / province / national), the municipality experiences uncertainty about its powers and functions.

This is aggrieved by racial tensions within the municipality among black and white staff members and between the predominantly black councilors and predominantly white senior staff members. The present uncertainty over future employment certainly does no good to this situation. A combination of the above and possible other factors contribute to inadequate capacity for establishing a viable institution of government at present.

Mer. L vd Walt skryf:

Hoe dan nou met woord, 'rassis'?

Ek stel geweldig belang in taalbou en taalgebruik.

Huidiglik het dit my opgeval, dat die woord "rassis" uit verband geruk word. Dis vir my opvallend dat die word "ras" 'n integrale deel van die Skepping is wat eintlik 'n samestelling van rasse is.

Mens-rasse, dier-rasse, voëls, visse, reptiele, selfs goggas, ens:- 'n Ras egte perd, bees, skaap of wat ookal is gewoonlik 'n sieraad vir die oog – 'n Ras egte persoon met sy eie identiteit, voorkoms, kultuur en gebruike wat hy met trots handhaaf, dwing oral bewondering af en word wêreldwyd as sulks erken. Dit wek 'n trots wat die hart warm laat klop.

Die mens se poging tot rassevermenging het nog altyd iets vreemds en dikwels misplaas opgelewer.

Hiervan lei ek af dat "rassis" iemand of iets is wat trots is op herkoms en dit outomaties wil bewaar en bevorder.

Die huidige tendens om dit te gebruik as 'n vloek- of skelwoord, wat selfs hofsake en vervolging tot gevolg het, slaan my dronk.

Spruit dit miskien uit frustrasie en mislukte pogings tot rassevermenging?

Wat sê die taalgeleerdes?

Letter in local newspaper from Afrikaans woman, who argues that the word racist means "somebody or something, that is proud of its origin and this automatically wants to secure and

promote”. She questions the negative connotation people attach to the word “racist” and whether this negative connotation is a result of a failure to realize racial integration, which “ has always resulted in something weird and misplaced.”

3 Analysis of information on the Mogalakwena municipal area

A major obstacle for development is inaccurate and inaccessible information about environmental conditions, the impact of economic sectors on the environment and people, such as mining, asbestos and other potentially disturbing industries. Population estimations and research into land water need to improve in South Africa, especially in the former homeland of which several were located in the current Northern Province. These predominantly rural areas, where people reside in traditional huts and other types of self-build houses, have never been formally surveyed and properly planned according to the planning criteria that applied to the more -developed (urban) areas in South Africa. Agricultural activity whether on large or small scale was also loosely controlled and managed in the former homelands.

The implications of gaps in information, which should support decision-making, are problematic. Some examples of these implications include the following:

Information on demographics is of significance for determining the grading of the municipality (see for instance the Discussion Document on Powers and functions authorizations and the determination of municipal capacity, Municipal Demarcation Board, 15 March 2001).

In order to secure funds from other spheres of government the municipality must be able to measure and evaluate demographic, geographic and other characteristics of the area it governs.

In addition to these legal implications it stand without question that without proper information on the living conditions, soils and water quality for instance, planning of development and the delivery of services is hampered. The Land Development Objectives (LDO) are important tools to guide land development decisions with reference to goals for development in that particular area, as well as the availability of resources in the area (White Paper on South African Land Policy, 1997). The Integrated Development Plans (IDP) guides comprehensive planning which ensures that scares resources are spend effectively.

Recent legislation in South Africa requires local government to compile planning documentation, which provides guidelines for economic, social and environmental development (amongst others the Municipal Systems Act, Act 32 of 2000 and the Development Facilitation Act, Act 67 of 1995). The usefulness of such planning documents strongly depends on the **access** to and **quality** of relevant information on the respective municipality.

The Land Development Objectives (LDO) plans form the most important planning documents for municipalities. Since 1995 each municipality has to complete a LDO. After approval of plan by the MEC of the province the municipally is legally bound to planning as formulated in the LDO. The Development Facilitation Act (Act 67 of 1995) describes the general principles for land development (Chapter 1, clause 3) as well as the subjects a LDO should cover (Chapter 4, clause 28.1). Of importance are the principle of development and that of public participation in planning development.

The same principles and subjects apply to an Integrated Development Plan (IDP), which has been provided for in Chapter 5 of the Local Government: Municipal Systems Act (Act 32 of 2000). However, the IDP should focus more strongly on an integrated[8] approach of development and social and economic upliftment of communities. Furthermore, development must take place within a broader framework of governmental co-operation and must encourage public participation. The LDO should form the heart of the IDP. The IDP can be seen as a management tool: a strategic planing document[9].

According to the White Paper on Local Government (1998) the process of formulating IDPs will involve:

- a close assessment of the current reality of the total municipal area;
- a determination of community needs;
- an audit of available resources;
- the prioritization of needs;
- the development of frameworks and goals to meet these needs;
- the formulation of strategies to achieve goals within specific time frames;
- the implementation of projects and time frames to achieve key objectives; and
- the use of performance monitoring tools to measure impact and performance.

While focussing on key aspects of promoting development, co-operative government and public participation, the new legislation concerning municipalities, implicitly assumes that municipalities have access to valid and reliable information on characteristics of a municipality, like infrastructure and service delivery, land use, the local economy and demographics of the community.

[8] http://www.local.gov.za/DCD/dcdindex.html : Integrated development planning is a process by which future development is achieved in an orderly, sensible and manageable manner, and financial resources for such development are allocated in a disciplined and responsible way (Integrated Development Planning for Local Authorities: A User-friendly Guide.

[9] Special Task Team on the establishment of municipalities in collaboration with the Department of Provincial and Local Government: Guidelines for strategic planning during the transformation process of local government.

It should be noted that the community has a broader meaning more than just the local residents do. According to the Municipal Systems Act communities in relation to a municipality means that body of persons comprising:

- the residents of the municipality
- the rate payers of the municipality
- any civic organization, NGO, private sector ,labor organization or bodies which are involved in local effort with the municipality, and
- visitors and other people residing outside the municipality who, because of their presence in the community, make use of the services or facilities provided by the municipality
- and includes more specifically the poor and other sections of such body of persons

The reality of today is that valid and reliable information is often incomplete, underutilized, poorly organized and coordinated and out-dated. The recent demarcation process has augmented this problematic situation. The jurisdictional borders have changed thus the information that was applicable for a certain area now has to be split and/or amalgamated with that of another areas. The adjustments and streamlining of information is necessary.

3.1 Access to information

Information can mean many different things for different people. Here “information” is conceptualized as all documents and maps that can assist in gaining understanding of the Municipal area and in making informed choices with regard to prioritization, development strategies, implementation, monitoring and evaluation of projects aimed at sustainable development of the area and its habitants.

Access to information depends amongst others on the availability of information, how it is managed and used. The following paragraphs discuss these issues as they relate to the Mogalakwena Municipality.

3.1.1 Availability of planning documentation

Documentation that has recently been compiled for planning purposes for the municipality, includes:

- Management Support Document Mogalakwena April 2001
- Interim IDP Mogalakwena March, 2001
- LDO Greater Potgietersrus TLC, 1999
- LDO Bakenberg RLC, 1999
- LDO Koedoesrand-Rebone RLC, 1998

- IDP Greater Potgietersrus TLC, 1998
- Structure Plan of Potgietersrus, 1998
- LED Greater Potgietersrus TLC, 1997
- The Potgietersrus Town Planning Scheme, 1997
- Draft Water Services development plan (Sanitation) Greater Potgietersrus TLC (D.M.V. Pietersburg incorporated), 1999
- Water Services development plan (water supply) Greater Potgietersrus TLC (V3), 1999
- Solid Waste Management Master Plan Greater Potgietersrus TLC, 1997
- The Mahwelereng Structure Plan, 1993

Currently, the Mogalakwena Municipality is in the process of compiling and IDP. It has finalized an Interim IDP, which was considered and supported during a special council meeting of the Mogalakwena municipality at the end of March 2001. This document contains a minimum of information[10], but serves the purpose of informing the yearly budget.

Generally, information on the municipality is available at the municipal offices. The registry and town planner offices have information on the Potgietersrus area on their disposal. However, documentation on the Koedoesrand-Rebone and Bakenberg areas is scares and scattered around the former municipal offices, the District offices and the Provincial Planning Division in Pietersburg.

Some of the planning documents, like LDOs, IDPs and LEDs were available at the town planner's office. The Koedoesrand-Rebone LDO (and unfinished IDP) was not available, however.

3.1.2 Geographic and demographic information

The availability of geographic and demographic information was also investigated. The town planner/surveyor had several maps of the newly demarcated municipality hanging in his office. However, this graphic information on the newly demarcated municipality was limited to a few posters that were handed out by a commercial firm as a corporate gift. No maps/poster were received from other departments. The available maps contain the new and old borders of municipalities and districts, rivers, roads and wards. No graphical information on population density, basic services, heights, type of settlement and other useful information on the Mogalakwena municipality was available at the municipal offices.

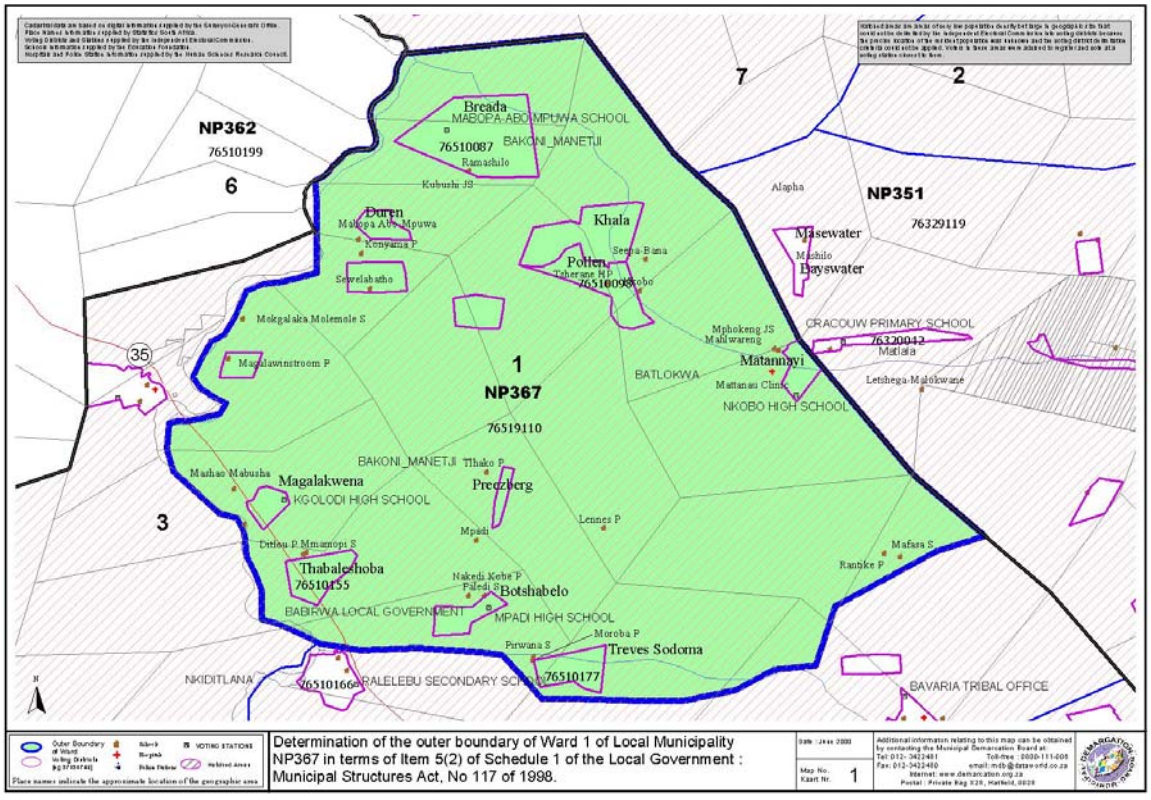
[10] The IIDP includes some components of the current reality, prioritization, projects and budget link.

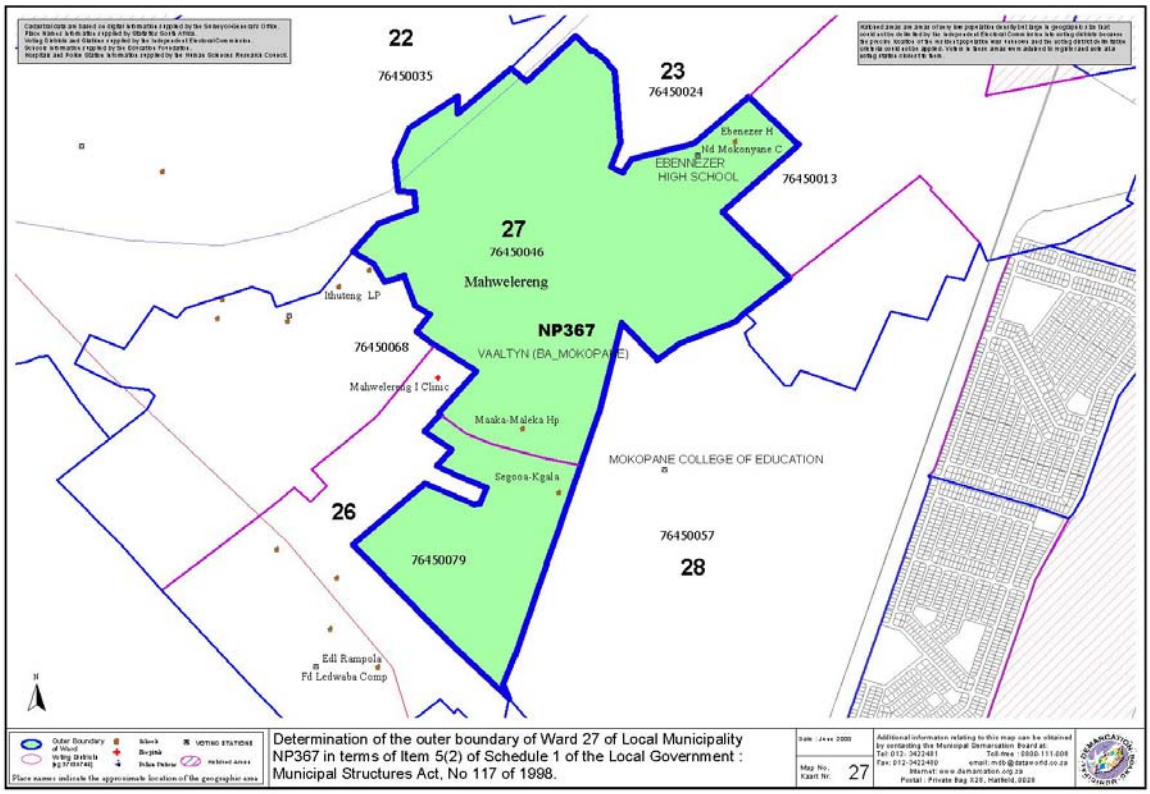
Some engineering and town planner consultants have created maps, which include information on Mogalakwena. These firms have access to the relevant data (census, household surveys, topography, boundaries, public services, etc.). The maps are created by using a Geographical Information System (GIS). The Municipality does not have the data nor the system to compile such maps by themselves.

Free of costs, one can also access maps on the Municipal Demarcation Board (MDB) website (see www.demarcationboard.org.za). The demographic variables included in these are restricted to the 1996 census and Independent Electoral Commission (IEC) data. The IEC data were used for clustering the Enumerated Areas into newly demarcated units (wards, municipalities, districts and provinces), but also for identifying educational institutions, clinics, police station etc. This type of information is best viewed on the ward maps of the MDB. Below follow some examples of this type of information. Unfortunately, the scales of the maps have not been included and the legends are unreadable.

Since recently a CD-ROM called SA-explore is also distributed freely from the MDB. However, the first versions need upgrading and show some serious teething troubles.

The General Surveyor in Cape Town commissioned aerial photographs of the area in 1999. The Potgietersrus municipal offices did not keep copies of these. Only aerial photographs from the former Greater Potgietersrus TLC area, which were taken in 1996 were available at the municipal offices.

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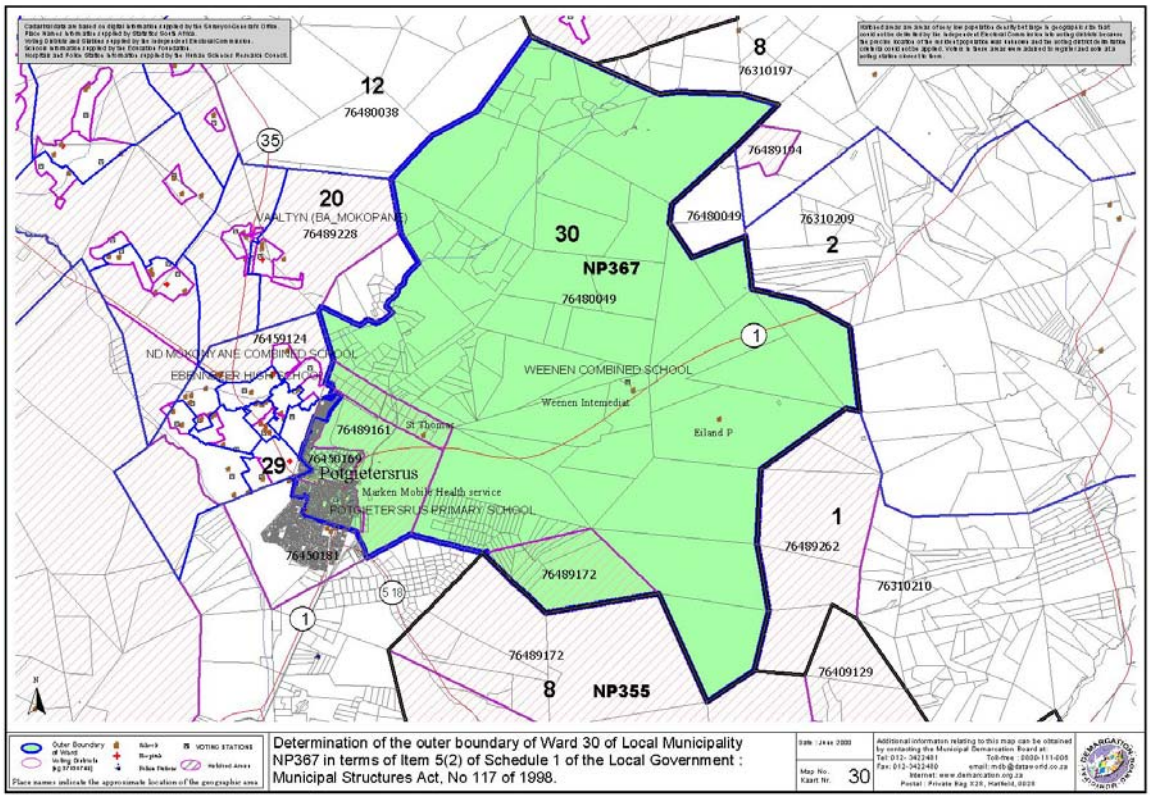
Map No. Kaart Nr. 27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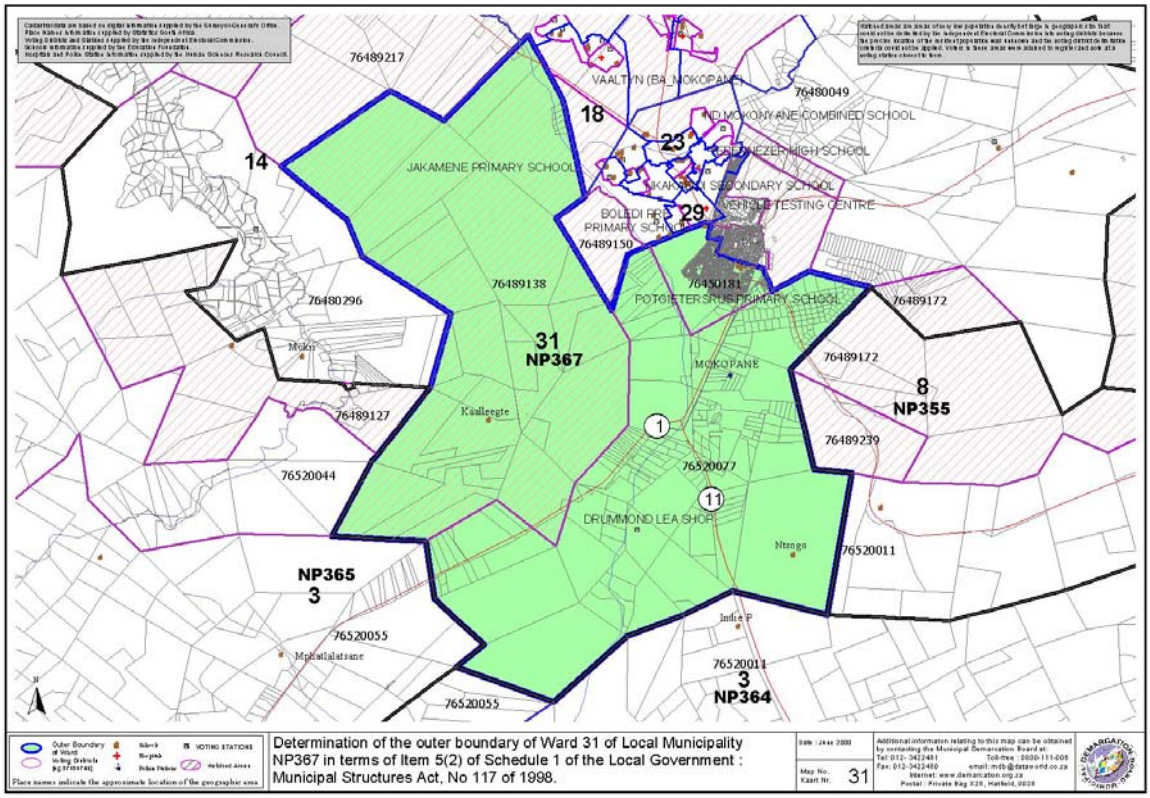

3.1.3 Perceptions of availability of information

Government is people; one has to keep in mind that the existence and availability of information does not necessarily mean that information is used. The usage can be hampered by a poorly designed/executed information management, but also because people are unaware of information, for instance. Awareness of information may be low if people do not know about the availability, they think they do need to use information, do not hear about information from their colleagues or because people withhold information from others. In short there might be many reasons why people do not have access to information. However, the point here concerns the fact that although information might be available it is not always used.

A survey was conducted among councilors and a few officials of the Mogalakwena municipality (54 councilors) to gain insight into awareness of information. The questionnaire dealt with various issues relating to the availability of information on the municipality. Some of the findings will be presented here, since these provide a clear picture of the ambiguity in the provision of information.

The respondents indicated to what extend they were satisfied with information on specific subjects, such as: legal matters that affect local government; demographic information about Mogalakwena; the new boundaries of the municipality; the transformation process of the

Municipality; and the availability of reports, working documents and minutes of meetings concerning local governance and the Mogalakwena municipality. Respondents could chose between “satisfied”, “neutral” and “dissatisfied”.

Figure 8 presents the percentages of those who were dissatisfied with the various types of information. Most of the councilors were dissatisfied with the availability of information about the population of Mogalakwena (60%). They were the least dissatisfied with the availability of reports, working documents and minutes of meetings concerning local governance and the Mogalakwena Municipality.

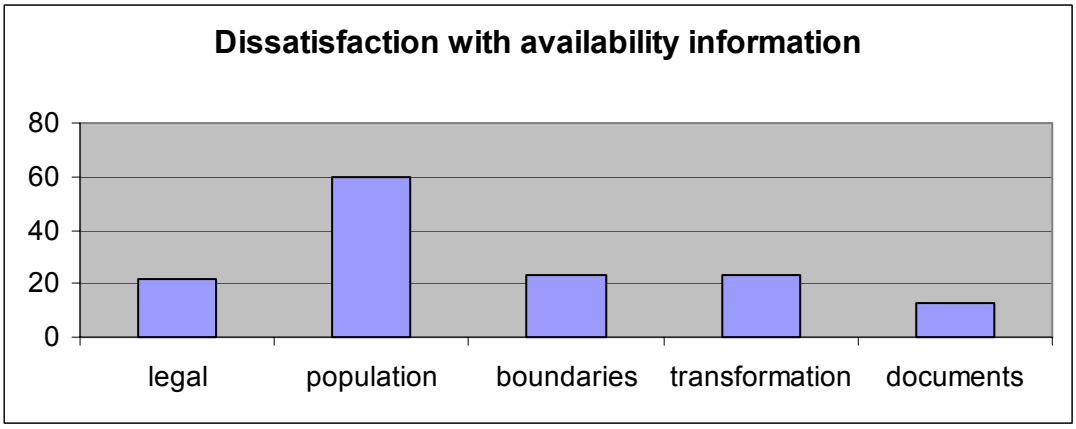

Figure 8: Percentages of councilors who are dissatisfaction with information on….

Furthermore, councilors were asked how often they receive information from the municipal manager, the town secretary, a councilor, an official, the chief management services, the district council and the provincial departments.

The majority of councilors indicated that they often receive information from the Municipal Manager and the Department of the Town Secretary (see Figure 9). This is in line with one would expect, since these two department have the task to inform councilors. In contrast, only a fifth indicated that they often receive information form the District municipality and the Province.

Further analysis showed that those respondents, who often received information from the provincial department, were most likely to say that they use information that supports their work. There was no correlation between usage of information and the other sources of information.

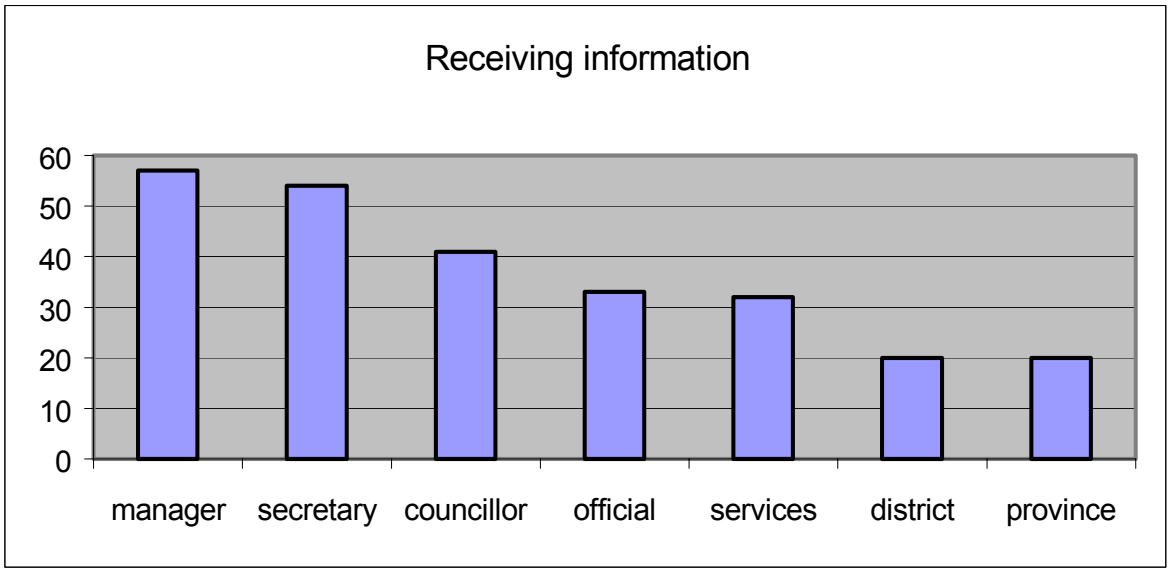

Figure 9: Percentages of councilors who often or always receive information from … .

Councilors who often received information from the Provincial Department were also more likely to say that they had knowledge and understanding of Water Acts and Government Policies on HIV/AIDS than did councilors who did not often receive information from the Province. This was also the case for those, who often received information from the District Municipality. These councilors were also more likely to say that they had knowledge and understanding of the Municipal Systems Act than did councilors who did not often receive information from the District municipality. The same was found for councilors who often received information from officials.

In all likelihood these correlation's point to the fact that councilors who are more interested and who actively search for information (i.e. the few who do receive information from the District and the Province) are more likely to know and understand the legislation.

Furthermore, knowledge and understanding of the legislative framework in which the local has to operate seemed to be low among the councilors of Mogalakwena. The majority of the councilors did not know and understand essential legislative documentation. Respondents were asked whether they had knowledge and understanding of the Municipal Systems Act, the Code of Conduct for councilors and staff, Local Government Policy on HIV/AIDS and Gender, the Employment Equity Act, Water Act, Development Facilitation Act and the White Paper on Local Government.

As is shown in Figure 10 knowledge and understanding of the Development Facilitation Act was the highest with 50% of the respondents indicating that they had knowledge an understanding.

This was followed by the Local Government Policy on HIV/AIDS and Gender (44%). However, the Municipality is still in the process of developing this policy. Worrisome is the fact that few (15%) said they had knowledge and understanding of the Code of Conduct for councilors and staff. The Code of Conduct is part of the Municipal Systems Act.

At the same time, almost half of the councilors said that they had evaluation reports on capacity building course/workshops (48%). This implied that they had participated in such a course. However, participation was not related to better knowledge and understanding of the Code of Conduct, neither of that of the Employment Equity Act, Water Act or Development Facilitation Act. On the contrary, those who had recent evaluation reports had even less knowledge and understanding of the Development Facilitation Act than those without evaluation documents.

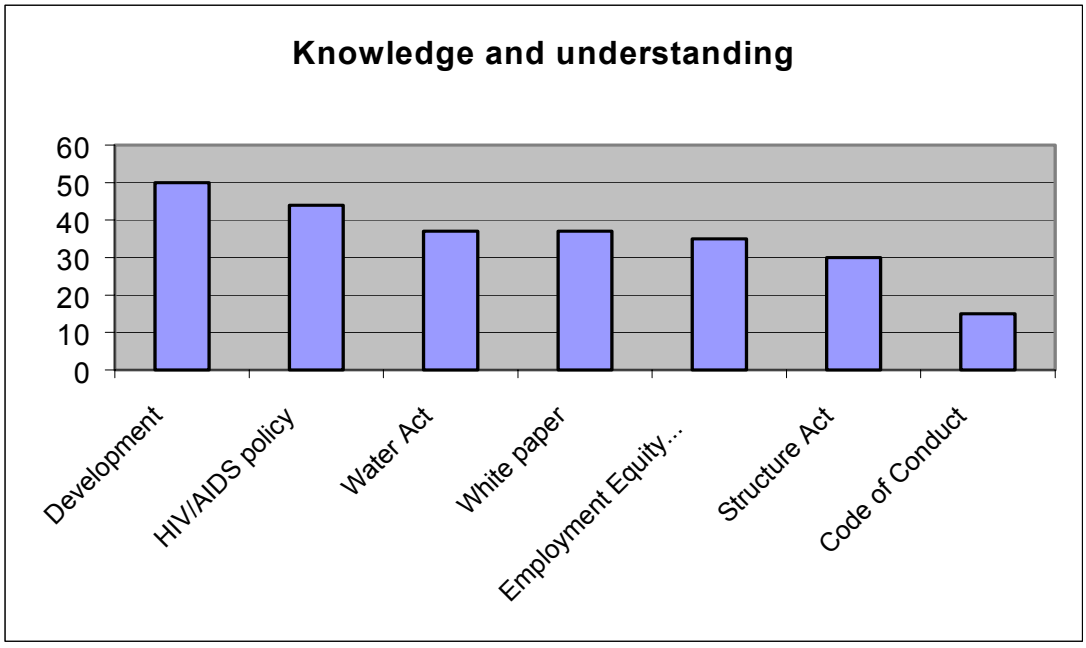

Figure 10: Percentages of councilors who indicated to have knowledge and understanding of ….

These findings suggest that knowledge and understanding of documentation on the legislative framework for local government should be improved urgently. The current courses/workshops offered do not seem to address this issue sufficiently and thus should be (re-)evaluated and adjusted.

In addition to this, it is important to note that some councilors have the impression that they do not have access to information. During a focus group interview Cluster Committee Chairpersons revealed that they have the feeling that officials withhold information from them. In a personal interview the major made the same statement.

This sensitive issue of distrust did not shine through the survey findings, which suggested that most councilors were satisfied with the availability of information. This could partly be explained by the fact that the committee chairpersons are generally more critical and better informed about the need for and availability of information.

3.1.4 Usage of information

The previous section indicated that information on the Mogalakwena local municipality is only partly available. However, even if the information on Mogalakwena would set an excellent example for other municipalities, the usefulness of information could be undermined by under-utilizing information.

The availability of planning information does not necessarily mean that it is being used. Councilors, in particular, should make use of the planning material. However, it is primarily business people, developers and property owners, who make up the clientele of the registry and town planning offices. The councilors do not regularly request and use the LDO/IDPs of the former municipalities that have been amalgamated to Mogalakwena Municipality. They do, however, have the IIDP.

At the same time councilors did say that they frequently use demographic information on Mogalakwena. In answer to the question ”How often do you personally make use of socio-economic and demographic information on Mogalakwena?” 82% of the 54 respondents said that they always/often use such information.

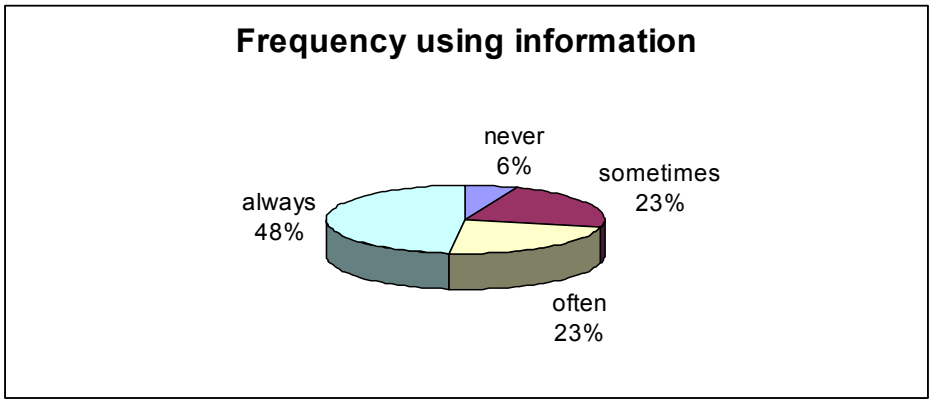

Figure 11: Usage of socio-economic and demographic information on Mogalakwena.

However, very little information on demographics is available and what is available is generally unreliable (see section 3.2.1). This information is only available in the planning documents, which are seldom used. The extent to which councilors make use of the planning documents is minimal.

3.2 Quality of information

The quality of information can be measured in various ways. Here the quality will be assessed according to the extent to which planning documents cover the information they should cover in order to provide enough and reliable information for proper planning. Secondly, the quality of information will be assessed according to the extent to which planning documents include the basic ingredients for integrated development planning. Lastly, the organization or systematization of information will be discussed.

It should be noted however that the former municipalities were inherently different. Therefor the information in planning documents qualitatively differs. Plans that have been made to develop the area during the past few years, such as Land Development Objectives (LDO) plans, Local Economic Development (LED) plans and Integrated Development Plans (IDP) for Koedoesrand-Rebone and Bakenberg reflect the historical inequality and underdevelopment of black rural areas. The LDO/IDPs for Potgietersrus on the other hand show the difficulties experienced by the urban node Potgietersrus to sustain and enhance its level of development. Essentially, the Bakenberg and the Koedoesrand-Rebone documents deal with a rural environment and the economic and social circumstances associated with these areas, while the Potgietersrus planning documents more strongly focus on a renewal process of the urban area.

Another point to keep in mind is that the budgets that were allocated to the development of the various planning documents differed for the Municipalities at the time of the commencement of the LDO/IDPs.

3.2.1 Coverage

The Mogalakwena Local Municipality has compiled several planning documents during the past years. More specifically, the three former municipalities (Koedoesrand-Rebone, Bakenberg and Potgietersrus) have developed Local Economic Development plans (LEDs), Water services Plans, Structure Plans, Transport Plans, Land Objectives Plans (LDOs) and Integrated Development Plans (IDPs). Some of these planning documents have not been finalized however and the types of documents show substantial overlap.

The information on the status quo of the areas that comprise the Mogalakwena municipal area has not been extrapolated from the planning documents and incorporated in a comprehensive database on the municipality. Also other information, for instance land sales, lettings or thrusts have been recorded, but this type of information has never been linked to the information provided in the planning documents.

Several omissions were encountered in the planning documentation. Some of these will be discussed below.

3.2.1.1 Lack of environmental studies

According to the LDO Potgietersrus: No studies or projects regarding the natural environment were done recently by the TLC. Most of the information in the LDO was obtained from environmental specialists Steffen, Robertson and Kirsten who conducted several Environmental Impact Assessments (EIA) in the Mogalakwena area (AMPLAT; re-location Ga-Pila etc.). No field investigations were undertaken. Only desk studies of geotechnical conditions have been conducted. Several areas are affected by unstable soils. This could be problematic for the structural stability of buildings. Mines consume large amount of water and produce waste. In addition, overgrazing, wood burning etc. pose threats to a healthy environment. More information on this issue is needed for sustainable (and) environmentally friendly development.

A strategic environmental assessment is not a requirement of the integrated development plan process. Strategic environmental assessments do the following things[11]:

- Determine the health of the environment in a given area.
- Determine what conditions are necessary to maintain or improve current environmental health.
- Establish procedures to monitor and evaluate environmental heath.
- Establish who is responsible for these activities.
- Establish budgets.
- Make concrete recommendations on how best to use and respect the environment.

Although they are not a requirement for the integrated development plan, strategic environmental assessments could be particularly valuable to larger municipalities or areas which have particularly sensitive or damaged environments, e.g., tourism areas and heavy industrial zones. The Mogalakwena LDOs did not contain comprehensive Water Studies. Although some studies have been conducted the results of these studies and the implications of the findings have been very poorly incorporated in the LDOs/IDP.

3.2.1.2 Gender

Issues like women's empowerment should be addressed in an integrated development plan. However, in none of the documents gender was regarded as an independent priority area. Worse was that the documents were actually gender insensitive.

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[11] http://www.local.gov.za/DCD/dcdindex.html : Integrated development planning is a process by which future development is achieved in an orderly, sensible and manageable manner, and financial resources for such development are allocated in a disciplined and responsible way (Integrated Development Planning for Local Authorities: A User-friendly Guide.

A very rude example of patriarchal and gender insensitive writings was found in the LDO for Potgietersrus (1999). Decision-makers became automatically “he” in this report and a ‘typically female’ subservient position was reserved for a female (see chapter 2).

However, this insensitive idea differs not radically from what is said in the *Integrated Development Planning for Local Authorities: A User-friendly Guide*, which can be access at: http://www.local.gov.za/DCD/dcdindex.html. According to this guide, the role of women in local government is particularly important. “They have unique skills like conflict resolution, consensus-building, planning and integration which make their role in local government especially important.” Would this mean that men generally do not have these skills? Should women (men) be included because of their skills? More critical questions should be asked.

Gender, is an empty concept which seems to be used like a dustbin for popular slogans and scientifically unsound jargon. What is really needed in order to improve the position of disadvantaged people is to do qualitative research to investigate what, who, where, how, and when should change. The patriarchal society of Society Africa has survived for centuries. A much more rigorous approach is needed to improve the position of women in South Africa. Raising awareness and sensitivity as is currently being done does not work.

“Local government is well-placed to address some of the particular needs of women, like providing water and electricity to rural households, making streets safer at night with street lighting, or providing primary healthcare facilities. For these reasons,” as the Guide continues, “and because we are a democracy committed to redressing the imbalances of the past, an integrated development plan should take women's issues particularly seriously.”

3.2.1.3 Unreliable demographic data

As was mentioned before, no reliable population figures are available. Information on the various areas is sometimes contradicting. For instance, the Draft Water Services Development (water supply) Plan[12] reports that the former Greater Potgietersrus TLC comprised Potgietersrus, Mahwelereng, Sekgakgapeng, Madiba, Moshati, Lekalala (Masodi, Maruteng, Masethlaneng and Mountain view). According to the Land Development Objectives: Status Quo Report of Greater Potgietersrus TLC of which the Water Services Plan was part, however, the areas that made up the local government area of the former Greater Potgietersrus TLC were: Potgietersrus, Mahwelereng, Sekgakgapeng, Madiba and Lekalala / Vaaltyn. Masodi and Mountain View were not mentioned in the LDO document.

The water services plan makes use of information that was provided by the Provincial Department of Water Affairs and Forestry (1998). This information was also used in the Koedoesrand-Rebone and Bakenberg LDOs. No additional statistical information had been

collected for these rural areas. The local members of the community were the most important source of information.

As was discussed in chapter 2, statistics on the municipal area significantly differ from document to document but also within single documents. In addition, data on the population, land use and housing conditions, for instance, were lacking.

The variations in estimations are unacceptable if one needs to plan on the bases of such estimations. However, there are several reasons for the significant variation in population statistics. Firstly, some people still use the 1991 census data instead of the 1996 census data. This might either be because people do not have access to the 1996 census data or because they think the 1991 are more reliable.

Secondly, population figures are not available for certain areas. For instance, in Mogalakwena population figures on many of the commercial farming areas, which are mainly located within the western part of the municipal area (also called the "white finger", are not available. As in many other areas in South Africa, farmers are reluctant to give people access to their property. Furthermore, some areas are difficult to access because there are no access roads. Some rural villages are quite remote and not accessible when the weather conditions are bad. Another reason for the gap in population statistics is that public registration (births, deaths and residential address) is underdeveloped in South Africa. In addition, estimations of migration and morbidity (e.g. HIV/AIDS[13]) cannot be made according to the Municipal Support Plan of Mogalakwena (2001). Against this background it is almost impossible to make reliable estimations of the population.

The Department of Water Affairs and Forestry's (DWAF) population survey 1995 and the SA census statistics of 1996 are the two most often used sources of information on demographics. The DWAF figures are generally regarded as more reliable than the census data, since the data are based on a fairly extensive physical survey, whereas the census is regarded as biased towards relatively well developed areas.

The lack of reliable population figures and other demographic information has important implications. For instance, without reliable population data, the projected number of people and households as well as which areas to be targeted by certain types of service delivery will be inaccurate. It also hampers prioritization of projects and targeted communities, since the

[12] V3 Consulting Engineers: Draft Water Services Development Plan for Greater Potgietersrus , September 1999.
[13] According to the National HIV and Syphilis sero-prevalence survey of women attending public antenatal clinics in South Africa, 2000 (Department of Health SA), HIV prevalence among antenatal clinic attendees in the Northern Province was approximately 13.2%. In 1998 this was 11.5% and in 1999 11.4%. According to the report the increase between 1999 and 2000 was not statistically significant. Nationally, 24.6% of the women who presented at the public health facilities were infected with HIV by the end of 2000.

need for poverty alleviation, development, and the delivery certain services all depend on estimated proportions of people / households within a demarcated area.

3.2.1.4 Existing projects and partnerships

The LDOs did not mention LED projects that were already implemented at the commencement date of the LDOs. It is important to note that no impact assessments were done with regard to poverty alleviation, gender equality or sustainable economic development. This was the case despite of the fact that communities were strongly involved in compiling the LDOs. Community driven projects that were already in place at the commencement of the LDOs were simply ignored in the LDOs. The formulation of land development objectives could have benefited from an assessment of the successes or shortcomings of implemented LEDs. Evaluations of former LEDs could for instance provide information on unforeseen obstacles (such as budgetary constraints / lack of proper project management / training needs etc.).

No mentioning was made of Municipal Service Partnerships or Public – Private Partnerships in the LDOs. Although these concepts are relatively new in planning guides, they form in integral part of the Growth, Employment and Redistribution Strategy, which is the national economic strategy formulated in 1996.

3.2.2 key aspects of integrated development planning

There are three key aspects of developmental governance, which should be integrated in an IDP:

- Poverty alleviation / social and economic upliftment;
- co-operative governance (although this has only been enacted very recently); and
- Participatory decision-making.

3.2.2.1 Development

The LDO processes of the former Greater Potgietersrus TLC, Koedoesrand-Rebone RLC and Bakenberg RLC were completed in respectively 1999, 1998 and 1999. The LDOs aimed to facilitate integrated development and coordinated decision-making across the following sectors: land use and management; housing; environmental management (which includes sports, recreation, open spaces); transportation; engineering infrastructure; social and community services (which includes safety and emergency services); economic development (which includes job creation, tourism and agriculture); and institutional aspects.

The LDOs of the former municipalities and the Potgietersrus' 1998 IDP provided numerous development proposals and priority projects. The Potgietersrus LDO focussed relatively strong on the accurate description of the status quo (development of infrastructure and water services etc.), whereas the Bakenberg and the Koedoesrand-Rebone LDOs somewhat more strongly focussed on public participation in the compilation of the document and on the prioritization of development objectives. The development priorities that were identified closely resemble those that are mentioned in the recently formulated Mogalakwena IIDP.

The Bakenberg and Koedoesrand-Rebone LDOs extensively outlined the procedures followed in prioritization of land objectives and the nature of the development priorities. Missions and visions had been formulated within sectoral committees. Also standards for development were formulated.

The Bakenberg LDO did not indicate the sequencing and phasing of projects. The projects were prioritized but no budgets were attached to the projects.

The Koedoesrand LDO was somewhat more elaborated in that it did include a time frame and budget. A SWOT analysis was conducted and a serious prioritization process had been followed. However, the strategic implementation of projects revealed little creativity; consultants, government financing and community collaboration were mentioned as primary actors and resources. Furthermore, the description of the status quo was not based on household level but on the level of villages. Predominantly, provincial and regional data were used. No surveys had been carried out for compiling the status quo document.

The Potgietersrus LDO was much more of an Urban Renewal Plan than a typical LDO. The report was much more technical than the former two in that the status quo description was more comprehensive. The participatory approach did not result in prioritization of objectives and no sequencing or phasing of projects were formulated. Budgets, however, were included. A spatial plan for the development of the area was missing as well as the institutional capacities and capabilities needed to implement the objective.

Overall, the key problem with the interventions and projects proposed was that they bear little relationship to the existing organizational, financial and managerial capabilities/capacities of the old municipalities. What became clear from the documents was that resources, organizational capacities and capabilities which are required for the proposed development objectives were not sufficient. Also the necessary legislative changes (by-laws) required to give effect to the numerous development objectives and to implement the plans and projects were missing.

The strategies proposed in the LDO might have benefit from incorporating the then current budgets of the former municipalities. The future IDP must include a financial plan. The IIDP for Mogalakwena has incorporated a budget and the priority areas. However, the amalgamation of the areas with their priorities and the accumulated backlogs in service delivery as a result thereof, were not formulated against the financial background of the Mogalakwena Municipality. The development/services needs and priorities that have been formulated in the IIDP imply the urgency of significant improvement in financial and human capacity at the Municipality.

Moreover, the new Mogalakwena Municipality has to ensure rural and urban development. This implies that the municipality should focus on integrated rural development as well as on urban renewal. The future IDP for Mogalakwena (and other rural/urban municipalities) has to find ways to incorporate both these different forms of development.

3.2.2.2 Co-operative government

Municipal powers are exercised in a system of co-operative government, which allows the three spheres of government to work together effectively. However, in practice co-operative government between municipalities, districts and the province is not as constructive as it could be. The same holds for Mogalakwena Municipality. The Municipality does not co-operate with the other municipalities in the Waterberg District Municipality (no municipal service partnerships) and also not constructively with the District Municipality.

However, chapter 5 of the Municipal Systems Act section 24. (1) Prescribes that: “The planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution.”

The lack of cooperation implies that in terms of a systemized sharing or collection of information on the Municipal areas is non-existent. It is obvious that without information there can be no consultation or co-ordination. A lack of information or inaccurate information about the municipality can lead to overlapping costly initiatives in a certain area, but also to misunderstanding and consequently to disputes.

Consultation with the various line Departments and local interest groups in the district is scarce. Information on developments in the district and in the municipality is exchanged on an ad hoc basis, since no information sharing system is in place.

Am important area of co-operation relates to town planning and surveying. Especially since the amalgamation of municipalities, the need for aligned information systems (cadastral information, planning schemes (zoning), registry and geographical information) has become relevant. Whereas one can easily align two or five texts whit each other, maps on different scales, legends, patterns and colors are less easily to integrated (the same applies to financial and performance appraisal systems).

At the time of the analysis, the town-planner nor the surveyor or the registry had sufficient capacity and resources to improve and realign an efficient documentation / information system. The budget in the IIDP reveals that there has also not been budgeted for such improvements.

3.2.2.3 Public participation

Local governance constitutes a direct mechanism for people to participate in governance. It provides a framework for enabling the interests of communities to be represented in the decision-making structures of government. There is a growing understanding that the effectiveness of government and its relationship to civil society is a key determinant in whether a nation is able to create and sustain equitable opportunities for its entire people. The improvement of governance at the local level is the most effective means of building this relationship, enabling human and financial resources to be more directly and effectively mobilized in support of improved governance at all levels[14].

Being part of South Africa's democracy for six years leaves the South Africans with very little understanding of the various routes to participation[15]. Recent research indicates that especially in the Northern Province South Africans are poorly informed about participation and legislative processes. However, their willingness to participate was not lower than in other parts of the country. Partly the same patterns emerged in a more focussed study in North West, which used quantitative and qualitative research methods[16]. People in North West showed little understanding of and belief in public participation. The qualitative study suggested that gender issues did affect participation. Both cultural and economic factors that prevented women from participating came up in focus group discussions. In some instances the disadvantaged position of women was directly ascribed to a patriarchal culture, in which women had long been suppressed and that had led to low self-esteem and feelings of marginalisation.

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[14] Kendra Collins: Participatory Evaluation in Programs Involving Governance Decentralization: A Methodological Note Management Development and Governance Division United Nations Development Program, a draft report, 22 June 1996. See also the Technical Advisory Paper on Participatory Governance by LIFE, UNDP1997, which provides some insights into participatory urban development.

[15] Roefs, M. & Liebenberg, I. 2000. Public participation in South Africa as we enter the 21st century. In Yvonne G. Muthien, Meshack M. Khosa and Bernard M. Maguba (Eds.), Democracy and Governance Review: Mandela's Legacy 1994-1999. Human Sciences Research Council: Pretoria.

[16] Marlene Roefs, Stephen Rule, Phila Xuza and Keme Dichaba. North West Provincial legislature: public perceptions, Report on the findings and strategic recommendations for the North West provincial legislature. HSRC, Pretoria, January 2001.

The Bakenberg and Koedoesrand-Rebone LDOs offer good examples of public involvement in the formulation of land development objectives. Public Participation Committees were formed at mass meetings. Great care was taken to ensure equal representivity for the various sub-regions. The interest from the former Western District Council was disappointing, but the input and co-operation from other stakeholders was satisfactory according to the Bakenberg LDO.

The newly inaugurated Mayor of Mogalakwena municipality emphasized the importance of public participation and co-operation with local community members, business, traditional and church leaders, and civic organizations, labor movements and other stakeholders. The Mayor placed further emphasis on implementing a “consultative program”. Outreach programs should be an important component, since it would inform the councilors and the community. Interest groups and other civil society organs rarely engage with the Municipality. They keep a too low profile, according to the Major.

Planning and executing the responsibilities of a municipality in a proper manner requires that officials and councilors have access to relevant and up to date information. In the same vein, civil society organizations and business should have access to such information in order to criticize and make informed inputs in decision-making. However, at the stage of the situation analysis there was no public relations officer employed. The Town Secretary has taken over this responsibility. She told that public announcement were only made through newspapers. Local radio stations were never approached to inform the public. Leaflets were not distributed.

The Mogalakwena municipality has not promoted public participation and there were no actions being undertaken to do so in the near future (not budgeted for, no posts to be filled). At village meetings in the Mogalakwena Municipal area locals said that they had never heard or read about the possibility to attend public council meetings. They did not believe these were open for the public. The media does not seem to bother about the low participation rate. It does not announce meetings or hearing and do not inform the public about their rights to be exposed and to participate in decision-making in the local area. Further research is needed to find out whether public participation is low because of apathy, ignorance, and lack of knowledge or, because of unwillingness to participate.

3.2.3 Information systems

The Departments of the Mogalakwena municipality each work with their own information system. The registry works with Quidity, the Town Planner with AutoCAD and the Chief Municipal Manager with PayDay. The municipality does not have an internal network and server.

Some documentation is available in digital format, but this is not integrated in a computerized organization of information. Given the relatively well resourced municipal offices in Potgietersrus, one would at least expect the IDP for the Greater Potgietersrus TLC to be available in digital format at the town planner's officer. However, as was the case with planning documents on the amalgamated former municipalities, it was not[17]. The provincial planning division in Pietersburg could only provide the digital version of the Bakenberg LDO. The other two LDOs (Potgietersrus and Koedoesrand-Rebone) were obtained from its respective authors.

The registry contains a wealth of documentation relevant to the Municipality. However, information is mainly focused on Potgietersrus and less on the other two amalgamated Municipalities. The filing system does not function effectively according to the Town Secretary who is responsible for the registry. In an interview with Mike Meyer (member of the UN research team) she said that the filing system is based on a out-dated "subject system," which easily lends itself to filing irregularities since filing clerks might differ in their understanding of the subject of files. Most documents deal with land use issues (title deeds / applications for business purposes, etc.). According to the Town Secretary, these should be based on a numeric system. Other documentation, dealing with legislation and ordinances, should be filed on a subject based filing system, however, the subject headings should be adapted to the current situation of Mogalakwena and the subjects should be incorporated in a numerical system as well.

Mike Meyer lists the following logistical challenges associated with the implementation of a new filing system:

- A new filing system will require a time consuming registration and approval from the Provincial and National Archival Services;
- This process will be costly; and
- The breaking-up of files to a numerical system will require staff to posses knowledge of local government and land use and administration in addition to filing system skills. Currently such capacity is lacking at the Municipality.

The national government recently passed an e-government policy approving the use of technology to deliver services faster and more cheaply to citizens. A State IT Agency will oversee all the initiatives to produce economies of scale in procurement; increased interoperability of government systems; better security for personal data on the systems; and

[17] The firm responsible for the compilation of the IIDP for Mogalakwena was also in the possession of the digital version of the LDO of the former Koedoesrand-Rebone RLC. However, the director was unfortunately not willing to share the document unless he would be reimbursed for it. This, obviously, is not common praxis among Town Planners and engineers.

streamlined services[18]. Although this initiative sounds promising, it will take a long time before it will have impact on local level.

3.2.3.1 Perceptions of information system

Information Technology is rarely found in the Northern Province. The Mogalakwena Municipality forms no exception. Information is organized in an "old fashioned" manner. Councilors and some staff members were asked whether there is a formal information system in place in the municipality. Interestingly, the respondents were strongly divided on this issue. More than half of the respondents thought that there was an information system in place, whereas the other half answered with a no.

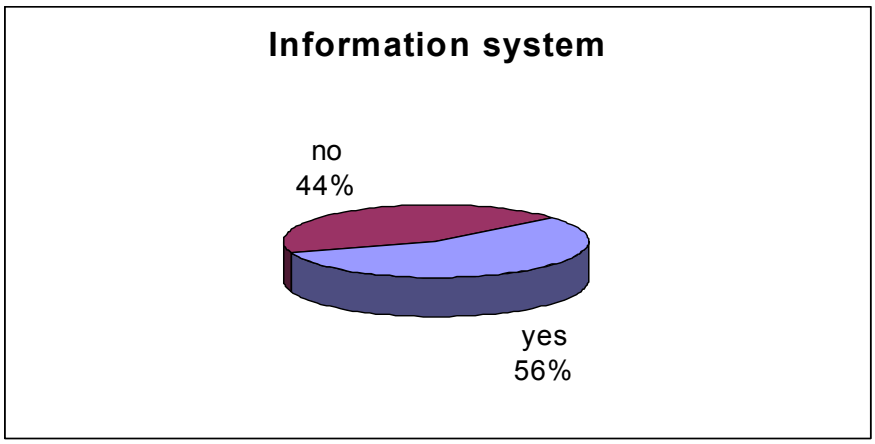

Figure 12: Proportions of respondents who think there is an information system operative in the Municipality and those who think there is none operative.

Those who did think that the Mogalakwena Municipal offices had an information system in place were asked how the system operated. Most of the respondents mentioned the telephone and minutes for council meeting. None of the respondents mentioned a computerized system, policy or procedure that regulates the provision of information. One mentioned the record division (i.e. the registry), but except for one, none of the respondents mentioned the Town Planner, a type of filing system, or a computer system or program used in organizing information and the dissemination of information.

Clearly, the understanding of what an information system entails varied among the respondents. Awareness of Information Technology seems to be low. This is not surprisingly, if one takes into consideration the low levels of education and lack of computer skills among the councilors (skills 'audit' Mogalakwena municipality, 2001).

[18] Business Day p7, April 19 2001.

3.2.3.2 Proposal of the Town Planner: Land use management and administration

The following suggestion from the Town Planner at the Mogalakwena Offices provides a useful starting point for up grading and streamlining the planning system.

By Mr. C. Potgieter, town planner Mogalakwena Municipality (March 2001)

Currently Mogalakwena has three types of settlements in its area of jurisdiction, which must be managed and administrated in terms of land use, namely:

- Potgietersrus which was established in terms of the Town Planning and Township Ordinance 1986,
- Mahwelereng and Rebone which are the so called Proclamation R293 Townships and
- The so-called Proclamation R188 settlements or better know n as rural villages.

The town Planning Scheme (1997) should be amended from time to time to suit our specific needs and still promote orderly and sustainable development.

Currently all the land use applications of Mahwelereng and the rural settlements on the farm Macalacaskop 243KR are referred to the office of the Potgietersrus town planner for comments after which the Provincial Government processes the application.

Taking into consideration the new demarcated areas and proposed functions vested in municipalities, the role of the Provincial Government will probably be phased out in the processing of applications.

In order to manage land use effectively, it is important that a new land use management system will be designed and implemented which incorporates cultural aspects relating to land use. Such a system should respect traditional cultures and enable the development of an adequate administration system, which taxes the land use according to developmental potential in the specific area in order to create an income for service delivery.

More specifically, a system can be designed where the R293 settlements become part of the current Potgietersrus Town planning Scheme. The necessary alterations have to be made. For instance the R188 settlements should be managed in terms of a set of bylaws in which the issue of traditional leaders will be handled in a responsible way by recognizing their rightful place in administrating the respective rural settlement.

The main aim of such a relationship will be to use the income generated by the relevant community to install services, which they can afford and maintain.

Forward Planning

The compilation of the integrated development plan will entail spatial planning. This will assist us in forward planning. However, a critical aspect of spatial planing is the preciseness of the cadastral and demographic information. This information needs to be adjusted as to incorporate all the areas that make up the Mogalakwena municipality.

Effective forward planning requires a digital database of cadastral and demographic information which enables one to organize, communicate, maintain and above all align data from all the areas in a comprehensive though manageable manner.

4 Conclusions and recommendations

Overall, the above findings make clear that the Mogalakwena Municipality lacks proper information management and information systems. Furthermore, the quality of information that is currently available is poor. Besides these technical obstacles for establishing a well functioning local government, the Moagalakwena Municipality struggles with a division between its political and administrative leg. The various findings can be summarized as follows:

In addition to the operational problems of the Moagalakwena municipality due to a deficiency in income generating service delivery and shortage of human and financial capital to deliver services and poor intergovernmental cooperation (local municipality – district / province / national), the municipality experiences uncertainty about its powers and functions. This is aggrieved by racial tensions within the municipality among black and white staff members and between the predominantly black councilors and predominantly white senior staff members. The present uncertainty over future employment certainly does no good to this situation. A combination of the above and possible other factors contribute to inadequate capacity for establishing a viable institution of government at present.

Clarity on the powers and functions of the municipality cannot be enforced at this moment. However the racial tensions should receive immediate attention, since they undermine the establishment of an efficient and productive municipality and probably can be reduced with the right intervention.

At the time of the situation analysis of Mogalakwena Municipality the availability of information on the municipality was poorly organized and difficult to get hold of. Especially, information on the former Bakenberg RLC and the Koedoesrand-Rebone TLC was scares. The Municipality had no capacity to improve their information management. However, officials dealing with information gathering and organization were aware of the need for information enhancement and came up with ideas for improving information systems.

The existing planning documentation and geographical information show serious gaps. Population figures are unreliable, gender has not been integrated and development projects are planned without taking into consideration the success and failures of projects that were implemented in the past. The population figures provide a clear example of unreliable data. Obviously, the lack of proper information on population figures distorts any information on the demographics in the area. The proportions of people, who are unemployed, illiterate or living in shacks for example, cannot be estimated without knowledge about the number of people present in a certain defined area.

For the time being one depends on amalgamated data that have been collected using different methods and at different times. These two serious biases contribute to the violation of reliability of the population statistics. Against the background of serious gaps in information and inaccurate information on the municipal population, land use, environmental disturbance etc. proper planning is extremely difficult.

In the private sector one will be able to get geographical information. Tailor made maps can be ordered. Those with access to the Internet, easily download local maps displaying essential information on ward level from the Municipal Demarcation Board website.

Councilors were dissatisfied with the availability of population figures. They do not trust the administrators and as a result also not the information that is provided by administration. Councilors had little understanding of what an information system entails. Councilors give the impression that they need and would use information on the Mogalakwena municipality if it were available. Furthermore, the majority of councilors and officials had little knowledge of legal documents even if they had had received training in local government issues.

With regard to development, cooperative government and public participation the availability and quality information is of crucial importance. In order to formulate an effective Integrated Development Plan one needs to be able draw upon enough and reliable information on development needs, priorities, potential strategies, development standards and resources. Information on opportunities for co-operative governance as well as cooperation in information sharing and collection are important. The LDOs mainly focused on the development component of good governance. Little attention was given to cooperative government. Public participation was limited to the formulation of the planning documents, but not incorporated in the proposed LDO projects.

4.1 Recommendations

- It is recommended to attract a specialized outsider to assist the municipality in overcoming the cleavages between black and white and between politicians and officials. In addition to this the council should negotiate with the administration the appointment of one human resource person.
- Current and future information on the municipality as well as on the Waterberg District should be made available to councilors, administrators and other stakeholder if they wish so. This entails the introduction of more user-friendly and accurate information system than is currently in place.
- The Municipality should in collaboration with the other Waterberg Municipalities and with assistance from the State IT unit, the Province and experts investigate what systems

would be appropriate for improving internal and external communication, land development planning, budgeting, personnel management and its registration office. This should be directed at improving access to and quality of information on Mogalakwena as well as at improving information management in the Municipal offices.

- The public is a crucial source of information for policy-makers as well as an agent in transferring information to the public. The public as well as the educational sector and business should become more involved in the collection, organization and dissemination of information.
- Training in IT and awareness of the importance of information should become integral components of councilor training. Moreover, councilors should be involved in active information collection, organization and dissemination
- A recount of the population in the newly demarcated area is necessary, in order to properly assess the population figure and plan accordingly. Also migration, mortality, morbidity and births should be assessed. The survey should be combined with a proper water supply, sanitation, environment and land use survey. In effect, this also implies properly surveying of the area. In consultation / negotiation with the local community settlements should be formalized.
- In addition to quantitative research a qualitative study should be yearly conducted in order to assess to what extent the communities experience improvement in their living conditions. Focus group interviews could be held to tap into relevant local issues that survey questionnaires might not be able to cover.

4.1.1 Integrated Capacity Building Suggestions

The CBLG program amongst others aims at the improvement of service delivery. An important component of this focus entails assisting local authorities in formulating integrated development plans by prioritizing and strategically focusing their efforts and resources and in linking LED with developmental local government. This entails institutional capacity building.

The Mogalakwena Municipality should be empowered to fulfil its mandate as enabler of socio-economic development. An important component in strengthening the Municipality relates to the development of an appropriate management information system and an information technology strategy. Such an information system and the included information technology should enable the Municipality to collect, store, organize, analyze, present and disseminate information internally as well ass externally. The Municipality has four key information units: the registry, finance, personnel and the surveyor/town planner. Linking of these sets of information would make planning more efficient. Access should be provided to the other Departments, which should provide data on service delivery in the Municipal area.

Currently the Municipality suffers from lack of data on its population and service delivery. An Integrated Socio-Economic Survey should be carried out in order to adjust the backlog in information. Information could be collected on household level and on individual level covering information on a variety of demographics, water use, energy use, land use, household income and expenditure, health related issues, housing, education, skills, transport etc. The Municipality would greatly benefit by the integration of such survey data in its Municipal Information system. The development of a proper information system would be of crucial assistance to such an exercise.

The information gathered through a socio-economic survey would be of extremely value to local authorities but also for other service providers in the area. Through a Give and Take principle these service providers could partake in the survey by means of financial, material or human contributions. International donor agencies and international experts should be approached for financial and technical assistance.

Obviously the above sketches an ideal situation, which will take time to realize. The Socio-Economic Survey could serve as a starting point to mobilize resources and to produce a successful product, which would attract further investments.

A preliminary set of objectives of the survey includes:

- To collect reliable data on the Mogalakwena population, land and services
- To develop a digital cadastral and zoning database by surveying the area, which will assist in the formalization of informal settlements
- To develop a sustainable partnership with civil society organizations, educational institutions, business, parastatals traditional leaders and provincial government by co-opting them in the survey process.
- To learn from the exercise and build capacity

It would be recommendable to compliment the survey with a qualitative component. Insight into sensitive issues such as HIV/AIDS, traditional versus modern lifestyles, poverty, or crime is more easily gained and accurate when employing quantitative techniques such as focus group interviews and in-depth interviews with key persons within the communities.

The research methodology, sampling strategy and questionnaire design should be done in consultation with local stakeholders and interested Provincial Departments and Divisions. Interview-training should be provided by professional trainers. NPLGA and Provincial Educational Training Chambers should be trained in order to provide training to local fieldworkers.