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**DISTRICT MANAGEMENT AREAS:
A CASE STUDY OF SIYANDA DISTRICT MUNICIPALITY,
NORTHERN CAPE**

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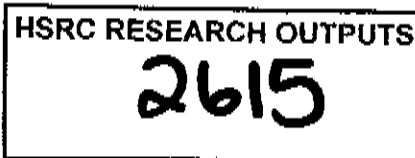


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A. INTRODUCTION¹

The Human Sciences Research Council was commissioned by ODA and SALGA to undertake a study of Siyanda District Municipality, as part of the District Learning Network (DLN). The DLN is a 16-member network of District Municipalities in South Africa.

This report was commissioned after the peer review team of the DLN visited Riemvasmaak in Upington during August 2003. The team comprised councillors and officials from District Municipalities across the country, representatives of the national Department of Provincial and Local Government and SALGA, as well as representatives of civil society.² The Peer Review involves comparing municipalities against the benchmark of an ideal municipality, which has all the attributes of a highly effective developmental institution in the South African context. One of the goals of the DLN is to share information and knowledge with each other regarding issues which face District Municipalities.

The delivery of services in District Management Areas (DMAs) has been identified as one such issue. Siyanda District Municipality in Upington has been recognised as a District Municipality that has successfully managed to deliver quality services to their DMA.

The objective of this study is to profile best practice on service delivery in the Siyanda District Management Area, analyse the strategy employed by Siyanda DM, and to explore other options for the delivery of services in DMAs. The investigation seeks to not only isolate the strategies employed by Siyanda DM, but also explore various other options available to Siyanda DMs to render services in DMAs.

B. METHODOLOGY

Information was gathered through face-to-face focus group interviews with senior municipal management, the executive mayor, members of mayoral committee, ordinary councillors and councillors from Riemvasmaak. In addition, a site visit to Riemvasmaak was conducted where community members, including members of Riemvasmaak Development Trust, were also interviewed. The interviews and the site visit were conducted over a two-day period.

Several methodological difficulties were encountered:

- Riemvasmaak has already been identified as a best practice and all the questions raised by the researcher had to be in line with this perception. There is a real need for systemic comparisons of municipal functioning, along a number of key variables or indicators before a "best practice" can be identified.

¹ A number of issues raised in this report have been addressed in work previously done by the HSRC, most notably, "A passion to govern": Third Generation Issues Facing local government in South Africa, 2002; Municipal Administrative restructuring in non-metropolitan areas, 2003; and The role of District Municipalities, 2003.

² Information drawn from Hologram's website (<http://www.hologram.org.za>).

- Key in-depth interviews with ordinary members of the Riemvasmaak community were not possible given the time constraints. Therefore, the researcher's questions merely scratched the surface.
- There is not enough writing about District Management Areas and little research has been undertaken, with the result that secondary reports to compare with are scarce.
- In some instances, information provided was in Afrikaans and required interpretation. It is possible that some key information was overlooked in the interpretation. Also, the District Municipality's Spatial Plan was in Afrikaans and was not readily available.
- Information for this study is drawn from limited documentation. As such, the factual basis for the paper might be compromised. Studying the municipal system is a vast undertaking and requires much more effort than was outlined in the terms of reference.

C. ESTABLISHMENT OF DISTRICT MANAGEMENT AREAS³

In terms of section 6 of the Municipal Structures Act (1998), the Demarcation Board, after consulting the Minister and the MEC for local government in the province concerned, may by notice in the Government Gazette declare an area as a District Management Area (DMA), if the establishment of a Category B municipality in that part of the area will not be conducive to the fulfilment of the objectives set out in section 24 of the Demarcation Act.

Section 24 states that when the Board determines a municipal boundary, its objectives must be to establish an area that would enable the municipality to fulfil its constitutional obligations of provision of democratic and accountable government for the local communities; provision of services to the communities in an equitable and sustainable manner; promotion of social and economic development, and promotion of a safe and healthy environment. Section 24 goes further, by stating that the Board must be able to establish an area that would enable effective local governance; enable integrated development; and have a tax base as inclusive as possible of users of municipal services in the municipality.

Section 25 explains the factors to be taken in account when determining a municipal area. These include employment, commercial and industrial linkages and the need to share and redistribute financial and administrative resources. Section 89 of the Municipal Structures Act provides that, in DMAs, the district municipality has all the municipal functions and powers. This means that district municipalities are fully-fledged autonomous units that can provide all the services that have traditionally been provided by local municipalities. As such, district municipalities must play a developmental role as enshrined in the Constitution (1996) and as clearly outlined in the White Paper on Local Government (1998).⁴

D. BACKGROUND OF SIYANDA DISTRICT MUNICIPALITY AND RIEMVASMAAK

³ Demarcation Board, Annual Report of the, 2002/2003. p.10.

⁴ Chapter 7 of the South African Constitution outlines the developmental role of local government. The White Paper on Local Government takes the notion of developmental local government further, by explaining what developmental local government is and how it should be attained.

The Siyanda District Municipality is one of the five district municipalities in the Northern Cape Province and shares its border with Namibia. The main towns in the district are Upington, which is where Siyanda District Municipality offices are located, Olifantshoek, Kakamas and Postmasburg. Siyanda DM is a dynamic organisation that delivers services to an area of 120 000 square kilometres. The council of Siyanda DM is made up of 18 councillors, 14 from the ANC, 1 NNP, 1 UDM and 2 DA. Two councillors represent the community of Riemvasmaak.

The annual budget of Siyanda DM for the 2002/4 financial year is R50, 927 million, with R16 million collected from levies (own revenue). An amount of R33, 6 million has been budgeted for operational expenditure, and R17, 2 million for capital expenditure. The levies payment rate is estimated to be between 80-85%. The DM currently has four departments, namely, Corporate Services, Financial Services, Community Development Services and Roads. The fifth department will be established next year, when the primary health services function are taken over in April 2004 by all district municipalities in the Northern Province. The vision of Siyanda DM is *"to be a model economically where there is a high quality of life for our citizens"* and the mission statement states *"to enhance economic developed for the benefit of the community of the Siyanda District area. We do this by creating and maintaining an effective administration and a safe environment to attract tourists and investors"*.

Apart from rendering services to six local municipalities, Siyanda DM is also responsible for the two nodes of its DMA. These are Riemvasmaak on the bank of the Orange River, and Swartkopdam in the Western Kalahari.⁵ The total surface area of the DMA is 74000 hectares. Riemvasmaak is divided into two community settlements, namely, Sending, a mission station, and Vredesvallei. Sending has 108 houses and Vredesvallei has 58 houses. Sending is estimated to have about 480 inhabitants and Vredesvallei about 350 people. About two-thirds of the people of Riemvasmaak belong to the Nama culture and live at the mission station. The Xhosa grouping live at the Vredesvallei settlement on the banks of the Orange River.

The history of the people of Riemvasmaak is a rich but sad one. Riemvasmaak was regarded by the previous nationalist government as a "Black spot" in a "White" area and as a result the people of Riemvasmaak were forcefully removed between 1973/74 to Namibia and the Eastern Cape. Between 1973 and 1994, the South African Defence Force used Riemvasmaak as a military training ground. In 1993 the dispersed community of Riemvasmaak formed a co-ordinating committee to represent their interest and to facilitate compensation for the loss of their land. A formal application for restitution was then lodged. With the dawn of a new democratic era, efforts to reclaim Riemvasmaak gained momentum and in February 1994 the decision to hand back whole 74 000 hectares of land was taken. It was decided that the land that is currently under government ownership should be returned to the community on condition that a Trust is developed that will hold and administer the land representing the community. The Riemvasmaak Development Trust was then created. The Trust has been instrumental in matters affecting the Riemvasmaak community and is consulted regularly by Siyanda DM on matters of mutual interest. As one of the first land restitution projects in the new South Africa, Riemvasmaak was registered as a new Presidential Launch Project. As a result it had a very high political profile.⁶

⁵ For the study only Riemvasmaak was visited and not Swartkop Dam. A visit to Swartkop Dam, which is only accessible by a 4x4 vehicle, was not possible.

⁶ Information received from the Riemvasmaak pamphlet.

E. STRATEGIES FOR SERVICE PROVISION IN THE DISTRICT MANAGEMENT AREAS

Senior management at Siyanda DM believe that the lack of a national framework for service delivery in DMAs where there are large areas of privately owned land is cause for concern and makes service provision in such areas difficult. Three key strategic documents were mentioned as the guiding principles for service delivery in the DMA, namely, the Integrated Development Plan, the Developmental Framework for Siyanda District Management Area, and the Strategic Plan of 2001/02.⁷

1 THE INTEGRATED DEVELOPMENT PLAN⁸

Integrated development plans (IDPs) have replaced the fragmented planning and development processes that characterised South Africa ten years ago. Siyanda DM has used the IDP as an instrument for social change and development to normalise and integrate the community of Riemvasmaak into the broader South African society. Siyanda DM has also managed to combine the IDP with its strategic and developmental framework to form a guiding plan which links with a series of sector plans and planning processes.

Harrison (in Schoeman, 2003)⁹ pointed out that for some municipalities the IDP was a tool to drive a needs-based approach in which equity, institutional transformation and participatory governance were the focus. For others, the focus of the IDP was to ensure a more efficient financial and resource allocation through the alignment of budgets to specific strategic objectives. Siyanda DM has managed to strike a balance between two, by ensuring that development projects in the Riemvasmaak community are not undertaken as an *ad hoc* basis, but as part of integrated, cohesive and coherent development strategies. The fact that Siyanda DM completed all IDP projects for 2002/2003 by December 2002, six months before the budget cycle ended, indicates clear understanding of the respective roles of councillors and officials in the development of the IDP. It is also indicative of the capability of senior management. The preparation and implementation of IDPs are the main focus for developmental local government and thus for change and integration of the poor into post-apartheid South Africa.

2 SIYANDA DISTRICT MUNICIPALITY DRAFT STRATEGIC PLAN (2001-2002)¹⁰

In July 2001, Siyanda DM embarked on a number of strategic planning workshops to develop an accurate, detailed and broad understanding of the delivery challenges in their district. From these workshops, social, economic, cultural and administrative issues that have the potential to enable or hamper the municipality in its quest to better the lives of its citizens were identified and addressed. This was followed by a SWOT analysis of the municipality and the broader municipal area;

⁷ The Spatial Development Plan, which is in Afrikaans was not readily available.

⁸ Siyanda District Municipality IDP, May 2002 and Siyanda District Municipality reviewed IDP, May 2003.

⁹ Prof Schoeman in a paper delivered at the second Ossrea conference (10 October 2003).

¹⁰ Siyanda District Municipality Draft Strategic Plan (2001 - 2002).

identification of key strategic issues and the formulation of strategic objectives and later the drafting of an action plan to implement strategic objectives.

The first steps in the strategic planning sessions were the identification of values that were agreed upon by the municipality. This included amongst others, discipline among staff and councillors, information dissemination to empower all stakeholders, capacity building for officials and the community, a through knowledge of the community, and the implementation of the *Batho Pele* principles in the approach to service delivery.

The following were identified as the strengths of Siyanda DM:

- Committed personnel
- Good planning
- Good relations between councillors and officials and good management.

The weaknesses included:

- Personnel shortage in the finance department
- The distance between Siyanda DM and Riemvasmaak
- Late payments of levies.

Opportunities included tourism potential and investment opportunities. The threats include HIV/AIDS, Cholera, unemployment and untrained workers.

The primary goal of every municipality is developmental local government. To be a truly developmental agent and meet the challenge it faces, every municipality must at least get the basics right. This means that there must be an agreement on values that guide the municipality and the manner in which it conducts business. A municipality needs to conduct an analysis in which social, economic, cultural and administrative issues that have the potential to enable or hamper its performance in service delivery are identified. Siyanda DM, through its workshops, has managed to identify key strategic issues, formulate strategic objectives and even more crucially, draft an action plan on how to implement its strategic objectives. This is crucial for service provision. Often municipalities state complex plans that are in most instances unrealistic and unattainable, let alone financially viable. Siyanda DM has resisted this temptation to come up with unrealistic and complex plans. Getting the basic right requires a municipality to set priorities in line with its current revenue projections.

Over the last few years, Riemvasmaak was identified as a priority area for Siyanda DM and resources were allocated accordingly. Swartkop Dam has now been identified as the next priority for the DM and more funding will be made available for the development of this area. This clearly demonstrates that Siyanda DM understands the basic principles of development.

F. DIRECT SERVICE DELIVERY IN THE DMA¹¹

The services provided in the DMA include sanitation, water, health and environmental management, tourism, streets, street lighting and agriculture development. Siyanda DM is also responsible for the heritage site (graveyards) in Riemvasmaak.

(a) Water and sanitation

All local authorities in the Siyanda District have been proclaimed water services authorities, and as such, Siyanda District Municipality provides this service to the Riemvasmaak community.

Siyanda DM is aware of the water backlog and plans are in place to address this. Siyanda DM provided R40 000 and enlisted a woman contractor, who is one of the Phambile Programme candidates, to construct a water pipe for eight families living at Beryl Kop, a small cattle outpost about 8 kilometres from Sending (see below for additional information on the Phambile Programme).

In terms of sanitation, the community of Riemvasmaak has been provided with ventilated improved latrines (VIPs), which is minimum service standard in the DMA. Because of the huge backlog, sanitation has been identified as a priority in the DMA and funding will be directed towards its improvement. No waste management plan exists because of many privately owned farms and sparsely populated communities.

(b) Electricity

Electricity provision in Riemvasmaak is largely the responsibility of Eskom. However, the Siyanda District Municipality, together with the Provincial Department of Housing and Local Government, allocated R3, 2 million towards the installation of pre-paid metres and streetlights. To date, a total of 120 electricity meters have been installed in Riemvasmaak. Although Siyanda DM does not manage the distribution of electricity, it is involved to with the co-ordination and putting in place of the necessary infrastructure.

Swartkopdam has no electricity and farmers on privately owned either use solar power or make arrangements with Eskom.

(c) Housing and Building regulations

Siyanda DM does not have a housing department. All housing related functions are being performed by the Technical Services Department. The Council has built 166 houses in Riemvasmaak with the help of private consultants. Currently there are over 100 people awaiting approval for their housing subsidies.

¹¹ A distinction needs to be drawn between conventional urban areas, and District Management Areas (which are usually predominantly rural, but sometimes include small settlements with more concentrated services).

(d) Environmental Health

Siyanda DM currently provides the function of an agency basis. All DMs in the Northern Province will be responsible for Environmental Health after 1 April 2004. Siyanda DM believes that it has capacity for this, but the extent and quality of such services remain unclear.

(e) Roads maintenance

Siyanda DM provides road maintenance for gravel roads on an agency basis for the Provincial Department of Roads. The DM provides top-up funding for roads. The Provincial Department's subsidy is only R7, 5 million for this function, whereas the DM requires at least 12 million. Over the years there has been a steady declines in the amount of money allocated for this function (in 1996, for example, the Roads Department provided R13 million).

(f) Disaster management

Siyanda provides the service in Riemvasmaak. The DM has recently installed a 24-hour hotline for this service. This also includes, specialised fire fighting, planning, co-ordination and regulation of fire services.

G. SERVICE DELIVERY CHALLENGES IN THE DMA

The distance between the district municipality and the Riemvasmaak communities is one of the problems faced by the District Municipality when it comes to service provision. Riemvasmaak is 150 kilometres from Upington and 73 kilometres of this is gravel road, which can be a quite difficult to use after torrential rains. Also, the one part of Riemvasmaak (Sending) is only accessible by 4x4 vehicles only.

Another difficulty outlined was the extent of privately owned land in the DMA. According to Siyanda DM, it is difficult to extend free basic service as required by legislation to the farm labourers. One solution involves the subsidising of farmers who provide services. Furthermore, there are a large number of people in the District who are poor. The DM believes that there should be a revision in the formula for equitable share, to compensate municipalities who have to issue a large number of indigent subsidies.

One of the key challenges is determining who the real indigents are, as indigent residents may receive free basis services. The municipality finds it difficult to define "indigency" as a norm for service delivery for those who are entitled to receive it. While national government have set policies as to who should be classified as indigent, the District Municipality has found that "so-called" indigent households have total incomes amounting to over the prescribed amount that is used to determine if a household qualifies as an indigent. However, plans are being developed to address this situation.

Like most other municipalities, the Siyanda DM lists the lack of sufficient revenue as one of its most important problems. However, the District Municipality is of the opinion that they have enough capacity to render services of an acceptable level in the DMA. The DM also has enough vehicles to provide services in its DMA.

Noticeable staff shortages are in the finance department, which requires three more staff members with financial and management expertise. However, the main concern at this stage is skills development for employee and providing further training for people in this key department. Because the District Municipality is a relatively small municipality, its main focus is skills development of existing staff, rather than employing more people. The long-term goal for the DM would be employing more staff, but as things stands now, the focus is to develop the skills of the current employees. The District Municipality does not have enough resources to employ more people at this stage. A sum of R80 000 has been budgeted for skills development. However, the municipality is also looking at ways of improving the skills of the community through training and development, so as to enable the community to engage the municipality in a more meaningful manner.

Lack of telecommunications is also another challenge that the District faces. Telkom has been very uncooperative and many people do not have access to fixed telephone lines. The District Municipality believes that if the telecommunication problems are addressed, it can help in improving the lives of the community and publicise Riemvasmaak through the Internet. This could help to promote the area, not only to the rest of the country, but also internationally, thus generating more money for the local community through tourism and other tourism related projects (e.g. the selling of crafts to tourists). In terms of mobile phones network such as Vodacom and MTN, these services are only available to areas in and within private farms. Vredevallei has full cell phone coverage. It was indicated that there are plans by MTN to provide cell phone coverage in most parts of the DMA.

H. LOCAL ECONOMIC DEVELOPMENT

Local economic development requires a conception of a municipal development that allows municipalities to understand poverty, engage with communities in policy and programme design and project implementation, while drafting multi-sectoral responses which are appropriate to local contexts.

Agricultural development in Riemvasmaak addresses all these issues. The project involves the cultivation of table grapes and raisins for the local market. Ten hectares of land have been put aside for this purpose and a mentor farmer comes in once a week to help with skills development. The use of the mentor farmer has been a breakthrough for both the municipality and community. The mentor farmer has helped the community identify potential threats, while taking advantage of opportunities.

Another LED project worth noting is the Phambile ("move forward") Contractors Development Programme, which is a long-term development initiative that focuses on the development of human resources, primarily from the previously advantaged communities, by developing their entrepreneurial skills and technical knowledge. This is done through projects that upgrade infrastructure in the region. Siyanda DM launched the project in May 2000 after it receiving R20 million from various public, international and private donors to construct a main district road. More

than 48 people received construction management training and the project lasted for 26 months. The success of this project led to Siyanda DM taking a decision to empower women through this Programme. The objective is that half of the contractors in the programmed should, within 3-5 years, consist of women. The success of the programme can be attributed to the selection of candidates on merit, commitment and enthusiasm. Also, a lot of emphasis is placed on effective career path development to trainees, which ensures a gradual transfer of skills over three to five years.

Tourism and small-scale mining has also been identified other niche LED project that need to be developed. Riemvasmaak offers tourists a variety of activities, including 4x4 and mountain bike routes, hot springs and hiking trails.

I. PARTNERSHIP FOR SERVICE DELIVERY

The District Municipality is constantly looking for new partnerships with other local stakeholders. Recently, a joint venture between Siyanda DM, the Northern Cape Roads Department and a local farmer was completed. The project entailed upgrading gravel roads into tar road. The total budget for the project was R10 million and R2, the farmer contributed 5 million.

Together with the local municipalities in the region, Siyanda DM has created and developed a common approach to tendering and contracting. Further, contracts and documents have been simplified to improve efficiency in processing of these documents and providing easier procedures to dispute resolution. The District Municipality realises that these initiatives are not enough to address the high level of unemployment in the region. Therefore, efforts are in place to extend the projects.

J. KEY STRENGTHS OF SIYANDA DM

Development is a process that cannot be undertaken overnight; it requires constant effort. In many municipalities, basic organisational and developmental questions have not been addressed at all. In fact, many municipalities are still struggling with their organograms three years after amalgamation. In contrast, Siyanda DM has achieved a significant degree of organisational coherence and effectiveness.

A key dimension of municipal government is the emphatic need to involve the local community in matters of local governance, especially in decision-making. Siyanda DM has gone beyond this requirement by establishing ward forums in Riemvasmaak that regularly meet with senior municipal officials and their councillor to set goals for development. Siyanda DM is committed to community participation, and the establishment of ward forums has been very successful in facilitating meaningful community participation from the Riemvasmaak community. Further, council meetings are rotated between the different towns. This has had made it easier for ordinary people to relate to the leadership and administrative leadership in their area, thereby giving a human face to local government. This has also made it possible for the community to assess the performance of their councillors when it comes to making decisions and addressing their needs.

According to the municipal manager, Siyanda DM councillors and officials are committed to the concept of developmental local government as outlined in the constitution and the White Paper on Local Government and if needs be, employees work beyond their normal stipulated hours to ensure that targets and deadlines set are met. This spirit of ensuring that targets set are achieved has been the determining factor when it comes to effective service provision. For both the political and administrative leadership of Siyanda DM, the desire to make a meaningful difference while improving the general welfare of the community it serves is an every day activity deeply embedded within its organisational structures. The sound and close relationship of between both the politicians and officials has made service delivery easier for the DMA. The officials at Siyanda DM are very committed to the organisation and its vision, mission statement and values. Staff responsibilities have been clearly set and information about targets is readily available. Also, issues of staff morale and motivation are prioritised. It is clear Siyanda DM has capable and committed political leadership, which in turn makes things easier for the administrative leadership.

Other strengths are:

- A strong developmental focus for Riemvasmaak and a strong presence in the area
- Very efficient use of resources
- Dedicated politicians and staff
- Clear understanding of challenges facing the community
- Good implementation record
- Keeping delivery promises
- Admitting and explaining failures
- Pro-poor developmental strategies
- The need to constantly involve the community (i.e. establishment of ward forums)
- Broad vision for the entire district
- Taking the lead in community development projects
- Use of mentors for development (i.e. mentor farmer for Riemvasmaak)

K. ALTERNATIVE SERVICE DELIVERY (ASD) FOR DISTRICT MANAGEMENT AREAS

There are a number of service delivery options for service delivery in DMAs. However, which would work best for a district municipality will depend on its own circumstances, i.e. its geographic location, financial capability, its management skills and its political leadership.

The delivery of municipal services through ASD requires a clear policy environment in terms of the expected level and standard of service delivery. A public-private partnership is probably the best service delivery mechanism for DMAs. In the case of Siyanda DM, responsibility would be shared between the municipality and the farmers. Although a relationship already exists between Siyanda DM and the farmers, it needs to be formalised to enable both the municipality and the farmers to know what is expected from the partnership.

L. FUTURE OF DISTRICT MANAGEMENT AREAS

According to the Demarcation Board, at least two scenarios can be visualised for DMAs.¹²

The first scenario is a local government system without any DMAs. The fact that district municipalities perform all the municipal functions and powers in DMAs implies that a district municipality must provide all municipal services in DMAs - also those pertaining to the functions of local municipalities. This contradicts the division of powers and functions between district and local municipalities as envisaged in Section 84 of the Act, and results in the duplication of capacity and service delivery within the same district area. The Act mandates the Board to withdraw a declaration of an area as a district management area. This implies that DMA areas will be re-absorbed into local municipalities.

The second scenario would be an increase in the number of DMAs. The capacity assessments by the Board revealed that there are a number of local municipalities with very limited capacity. They will require considerable money, time and effort to build their capacity to function as fully fledged local municipalities. According to the Demarcation Board, should a narrow interpretation be given to Section 24 of the Demarcation Act, it may well happen that a number of local municipalities will disappear (or their jurisdictions reduced) and become DMAs.

The Board is still evaluating these two different scenarios, and no final decision has been taken yet.

Siyanda DM proposes a, third and slightly different approach. They believe that all rural areas should be demarcated as DMAs. According to Siyanda DM, local municipalities, through no fault of their own, lack the mindset for dealing with rural service delivery because they are ideally placed to provide services in densely populated areas. Siyanda DM agrees with the Demarcation Board that some local municipalities lack the capacity and finance. Also, when one looks at the service payment levels of local municipalities, it is still a problem and all indications suggest that it will not be resolved in next couple of years, but that is not reason enough to do away with local municipalities. Capacitating local municipalities will be a painfully slow and expensive exercise, but it is much better than the first scenario outlined by the Demarcation Board. On the other hand, district municipalities collect RSC levies and they have a better picture of how much they are likely to collect. Therefore service delivery is relatively easier for district municipalities. Furthermore, economies of scale can be easily realised in the provision of district wide services to rural areas. For Siyanda DM, there is no question that district municipalities are not only ideally and strategically located to render services to rural areas than local municipalities. Also, many district municipalities are better capacitated than local municipalities.¹³

M. CONCLUSION

¹² Demarcation Board, Annual Report, 2002/2003. p.10.

¹³ While some district municipalities can provide services much better than in rural areas, others such as Xhariep DM in the Free State would have difficulty with this. Xhariep is a newly established district municipality and can only collect R2, 6 in levies. Another notable district municipality would be Cacadu in the Eastern Cape which lost most of its RSC levies when Port Elizabeth (Nelson Mandela) was demarcated a metropolitan municipality.

This paper outlined some of the strategies used by Siyanda DM and how the DM has been successful in its role as a developmental municipality. The lack of a national framework for DMAs, where there are large areas of privately owned land, is cause for concern. District municipalities have been left to come up with their own strategies and this has resulted in many people, especially farm labourers, not getting access basic services.

However, this does not suggest that municipalities should always be guided by national guidelines. On the contrary, developmental local government requires innovative leadership that can think tackle any problem that impedes service delivery.

N. RECOMMENDATIONS

The transition of local government is incomplete. Addressing the legacy of apartheid will take decades, and in these process municipalities will encounter new problems and challenges. To address these problems and challenges effectively, municipalities will have to be innovative and come up with local solutions. National government cannot be expected to address every problem encountered by municipalities. Developmental local government requires this kind of leadership.

Therefore, in the absence of national framework for DMAs with large parts of privately owned land, Siyanda DM is in the process of developing its own approach to extending service delivery to all the people within its area of jurisdiction.

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LIST OF PEOPLE INTERVIEWED

Siyanda DM District Municipality officials, politicians and riemvasmaak community members

Name of official	Position	Contact details
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G Lottering	Roads	054 337 2800/0828071173
F.P Rapping	Environmental Manager	054 337 2800/0828229353
J.J Pier	Clerk	054 337 2800
G Lategan	Corporate Services	054 337 2800
M Gubula	LED	082 929 3849
J.P Mapanka	Municipal Manager	083 440 1471
Gina Cloete	Mayoral Committee (Social Development)	082 455 3857
Sanna Molao	Mayoral Committee (Institution)	082 326 1987
Zodwa Segole	Councillor	073 260 0548
Koos Essau	Mayoral Committee	083 644 3355
Magreta Zina	Institutional	054 908 20
Councillor Booysen	PR for Riemvasmaak	054 337 2800
Councillor Hanekom	NNP Councillor	054 337 2800
Councillor Mokeng	Councillor	054 337 2800
Helena English	Councillor	054 337 2800
Councillor Damara	Councillor	054 337 2800
Katrina De Wee	Councillor	054 337 2800
Mr Thomas Simon	Riemvasmaak community member and chairperson of the Riemvasmaak Development Trust	054 431 0945
Mr Richard Roman	Riemvasmaak community member and vice-chair of the Trust	054 431 0945/ 073 263 8183
Mr John Cloete	Riemvasmaak community member	No contact number