



## CHAPTER 2

### A CONCEPTUAL FRAMEWORK FOR LOCAL GOVERNMENT

#### 2.1. INTRODUCTION

For the greatest part of their existence, human beings were nomads who stayed in one place only as long as they could find natural shelter, food and water. As time passed by, people started to stay in one place and construct dwellings after they had come to know how to produce food by cultivating plants and domesticating animals. The aforementioned developments made it possible for some people to undertake non-agricultural work and live in close proximity with others in restricted areas. This resulted in individuals and families no longer being self-sufficient but becoming dependent upon goods and services provided by others. Eventually the people became so dependent upon goods and services provided by others that they had to devise reliable arrangements for the provision of goods and services which were essential for closer settlement. The search for such arrangements led the self-appointed leaders of such settlements to instate sovereignty and government.

The provision of public services is directed through three spheres of government. In terms of Section 40 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), these three spheres of government are provided for, namely:

- (a) central or national;
- (b) provincial or regional; and
- (c) local or municipal.

The activity or process of implementing government policies with the explicit intention of improving the quality of life of the citizenry is referred to as public administration and also as public management. In South Africa, the perception which has been popularized is that public management is a part of public administration.



Public administration is comprised of numerous sub-fields. Municipal administration, which is one of the sub-fields is specifically concerned with the administration of municipal affairs by municipal officials within the local government sphere. Municipal administration, like public administration, is also a comprehensive field of activity, which is comprised of several sub-fields. Municipal service delivery, which is mainly concerned with the provision of services such as water, housing, health, transport and electricity is one such activity.

Municipal administration is part of the greater field of activity known as public administration. Therefore the theories and guidelines of public administration also apply to municipal administration and municipal service delivery.

In this chapter the origins and characteristics of urban areas that led to the establishment of principles of sovereignty and government, are explained. Co-operative government in the South African context is highlighted and the purpose and structure of local government as a direct provider of services and its ability to adapt to the legislative challenges of restructuring is also examined.

## **2.2. ORIGINS AND CHARACTERISTICS OF URBAN AREAS**

Every urban area was originally a piece of farm-land set apart for closer settlement by people who were no longer farmers or who farmed on or cultivated only small pieces of land. When official recognition is granted for such closer settlement, the farm-land is subdivided into small pieces which are known as building stands or, in South Africa, erven (singular erf). These are the smallest pieces into which land may be divided (Cloete, 1997: 1).

As soon as a small number of dwellings and other buildings have been erected on such pieces of subdivided farm-land the small settlement becomes known as a hamlet or village. When the number of dwellings and other buildings increases substantially, the hamlet becomes a town and, if the

development continues, the town eventually becomes a city. When the urbanized area becomes so big that it contains a core city and a number of satellite towns, the area becomes known as a metropolitan area (Cloete, 1997: 2). For example the Pretoria metropolitan area has Pretoria as the core city and Akasia, Atteridgeville, Eersterust, Mamelodi, Laudium and Centurion as satellite towns and even cities.

A municipality is established when a hamlet/village, town or city obtains its own municipal authority usually a committee or council with appointed or elected members. The term *municipality* originates from the Latin *municipalis*, which referred to a city with some self-government, but subject to the central government of the Roman Empire (Clarke, 1969: 11). The Latin term *civitas* is the common etymological root for the English terms *civilisation* and *city* as well as the French term *citè*. Originally the word *civitas* was used to refer to a district of the Roman Empire and afterwards it was used to refer to a bishop's seat or cathedral city. Incorrect usage of the term *city* still takes place when the term is used to refer to a town which has a cathedral (Jackson 1967: 2). It is common usage now to refer to an urban area as a city only when the urban area is much larger than an ordinary town and has received official permission to be known as a city. For example, one refers to the town of Stellenbosch but the city of Cape Town, or the town of Standerton but the city of Pretoria.

Each urban area is established to serve one or more functions. For example, a village may come into existence where a church is built and a number of houses are erected around the church. In the same way, a coastal resort or a mining area may develop into a village, a town and eventually a city. Many South African towns started as religious centres which acquired trading functions or became educational and administrative centres. In the end, most villages and towns serve a number of economic, cultural, political and administrative functions for both the town's people and those who inhabit the surrounding rural area (Cloete, 1997: 3).

The characteristics of every urban area (this means every village, town and city) are that:



- (a) parts of it, known as suburbs, are reserved for division into building stands (generally referred to as erven) which are numbered and on which houses, churches and shops may be built;
- (b) parts are reserved for streets and sidewalks;
- (c) parts are set aside as parks, sports grounds and cemeteries;
- (d) parts are zoned as business areas and there is usually a central business district (generally known as the CBD);
- (e) parts are divided into industrial sites on which factories may be built; and
- (f) parts are set aside for the construction of public buildings such as schools, municipal offices, government buildings such as police stations, prisons, magistrates' offices, and railway stations (Craythorne, 1980: 1-14).

The orderly division of every urban area (or land-use zoning as it is called) is essential to enable large numbers of people to live and work comfortably yet close together in small areas. The orderly division of every urban area is performed by a type of government.

### **2.3. SOVEREIGNTY AND GOVERNMENT**

There are essentially three types of government, which are divided into the supra-sovereign (national), the quasi-sovereign (provincial or state) and the infra-sovereign (local) governments. Supra-sovereign national governments exercise the most authority and power, have the most fully developed bureaucracies and attract the most public attention. Quasi-sovereign provincial or state governments are the major component parts of sovereign countries with a federal form of government (Humes & Martin, 1969: 27).

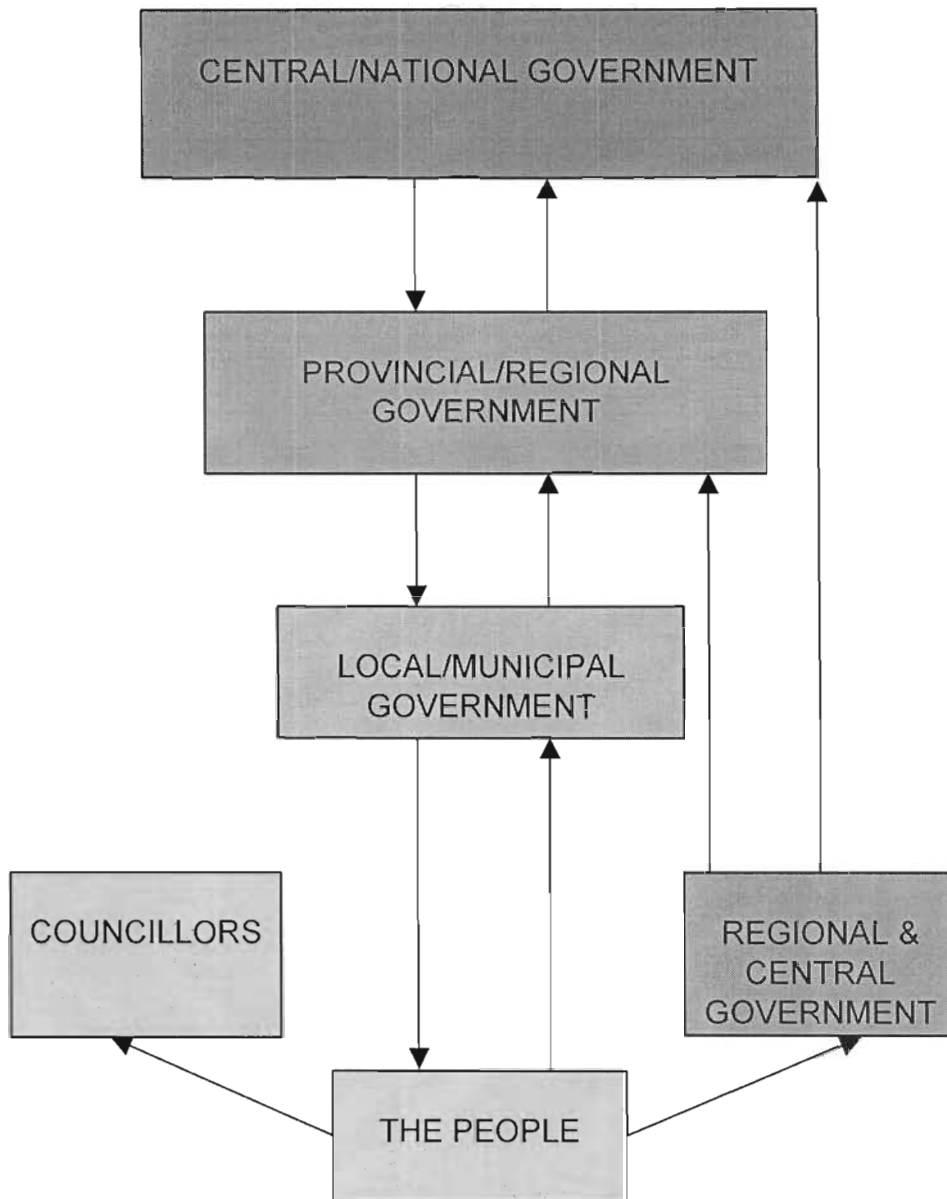
The essential principle of a federal form of government is that sovereignty, as the supreme political authority and power, is divided or shared between the national government (of the country as a whole) and the provincial or state government (of the major constituent geographical parts). Thus, the laws establishing and controlling local government are generally state laws and the administrative controls over local governments in countries with federal constitutions are usually exercised by state officials. From a local government viewpoint, then, both the state and the national governments are quasi-sovereign and are therefore not considered to be local governments. Local governments are the infra-sovereign geographical units contained within a sovereign nation or a quasi-sovereign provincial or state. They include intermediate units such as provinces and basic units such as municipalities (Jackson, 1967: 3-4).

National or central government therefore refers to the public entity which governs the whole country. In federal systems, this would include state or provincial governments. Local government unit or local authority refers to rural and urban political subdivisions below the national level which are constituted by law and have substantial control of local affairs, and which include counties, municipalities, cities, villages and others. The term excludes district or regional subdivisions of the national government that are set up solely for national administrative purposes. To place these types of government within the context of the thesis, a synopsis of the spheres of government as an intergovernmental relationship will follow.

#### **2.4. SPHERES OF GOVERNMENT IN THE SOUTH AFRICAN CONTEXT**

South Africa is, by tradition, a union with three spheres of government. The three spheres of government in the South African context are central/national, provincial/regional and local/municipal government. According to the White Paper on Local Government, 1998 (1998: 40-41), all spheres of government must co-operate with one another in mutual trust and good faith through fostering friendly relations. The three spheres of government are distinctive, interdependent and interrelated as is reflected in Figure 2.1.

FIGURE 2.1: SPHERES OF GOVERNMENT IN THE SOUTH AFRICAN CONTEXT (a)



(a) Source: *The Daily News*, 22 July 1994.





### **2.4.1. CENTRAL/NATIONAL GOVERNMENT**

Central/national government is responsible for setting up the overall strategic framework for the economic and social development of the nation, and for all spheres of government. With reference to local government, national government ensures that local government operates within an enabling framework and is structured in such a way that it promotes the development of citizens, local communities and the nation (Section 41 of the Constitution of the Republic of South Africa, 1996; cf. also du Toit & van der Waldt, 1997: 207; cf. also White Paper on Local Government 1998: 39).

### **2.4.2. PROVINCIAL/REGIONAL GOVERNMENT**

With reference to local government, provincial/regional government establishes municipalities and is entrusted with promoting the development of local government capacity so as to enable municipalities to perform their functions and manage their own affairs. Regional government has a key role in monitoring local government in order to ensure that high standards of public service and good government are maintained (Section 139 of the Constitution of the Republic of South Africa, 1996; cf. also White Paper on Local Government 1998: 41).

### **2.4.3. MUNICIPAL/LOCAL GOVERNMENT**

Municipal/local government fulfills a major role in facilitating and promoting the following three important values which nurture democracies (Bekker & Jeffery, 1989: 1):

- (a) liberty - as local government is a vehicle for dispersing political power and catering for local variations;



- (b) partnership - as local government extends choice and individual involvement in the democratic process; and
- (c) efficiency - as local government, with its greater sensitivity to local conditions enables the matching of services to the needs and wishes of local communities.

Local government is that sphere of government deliberately created to bring government to the grass roots (Reddy, 1996: 3). National government is increasingly focusing on local government as a logical point of co-ordination and the necessary vehicle for the implementation of national policies and programmes. To facilitate the implementation of national policies and programmes, provincial governments are also decentralizing certain functions to local government. At the same time, local government is constitutionally obliged to participate in national and provincial development programmes (Section 154 of the Constitution of the Republic of South Africa 1996; cf. also Cloete 1998: 34-37).

It can, therefore, be deduced that the central, provincial and local spheres of government need to work together in harmony in order to achieve public goals, which include service delivery, successfully. The provision of public services is directed through the three spheres of government. The activity or process of implementing government policies with the explicit intention of improving the quality of life of the citizenry is referred to as public administration and needs a detailed explanation.

## **2.5. AN INTRODUCTION TO PUBLIC ADMINISTRATION**

As is stated in the introduction, public administration is also referred to as public management. In South Africa, the perception that has been popularized is that public management is a part of public administration. Public administration is comprised of numerous sub-fields. Municipal administration, which is one such field, is specifically concerned with the administration of municipal affairs by municipal officials in the local government sphere.





Municipal administration, like public administration, is also a comprehensive field of activity which is comprised of several sub-fields. Municipal service delivery which is one such activity is mainly concerned with the provision of services such as water, housing, health, transport and electricity.

Municipal administration is part of the greater field activity known as public administration. Therefore, the theories and guidelines of public administration will also be applied to municipal administration and municipal service delivery.

### **2.5.1. DEFINING PUBLIC ADMINISTRATION**

Public administration is a distinct field of activity and, as such, is part of the political life of society (Cloete, 1998: 91). It is imperative that a definition of public administration be provided for clarification in this context.

Van der Waldt & Du Toit (1997: 13) write:

public administration is concerned with handling public matters and the management of public institutions in such a way that resources are used efficiently to promote the general welfare of the public.

It can be deduced, that public administration involves a holistic approach to the delivery of goods and services for the benefit of the community it serves.

### **2.5.2. PUBLIC ADMINISTRATION APPROACHES**

For the purposes of this discussion, two specific approaches to public administration are explained:

- (a) the traditional approach advocated by Cloete (1981: 2-4); and
- (b) the innovative approach advocated by Fox, Schwella and Wissink (1991: 2).



### 2.5.2.1. CLOETE: TRADITIONAL APPROACH

Cloete (1981: 4) asserts that:

public administration refers to the administrative processes ... which must be carried out and which are inextricably linked with the functional activities of the various public institutions, namely policy making, organization, financing, staffing, the development of work procedure and the exercising of control.

According to Cloete (1998: 85-87), public administration is comprised of the following aspects:

- (a) generic administrative and managerial;
- (b) auxiliary;
- (c) instrumental; and
- (d) functional (line) activities.

These are performed by public functionaries in public institutions to achieve institutional goals and to ensure the improved quality of life of the citizenry. These aspects, which are illustrated in Figure 2.2, will now be focused on.

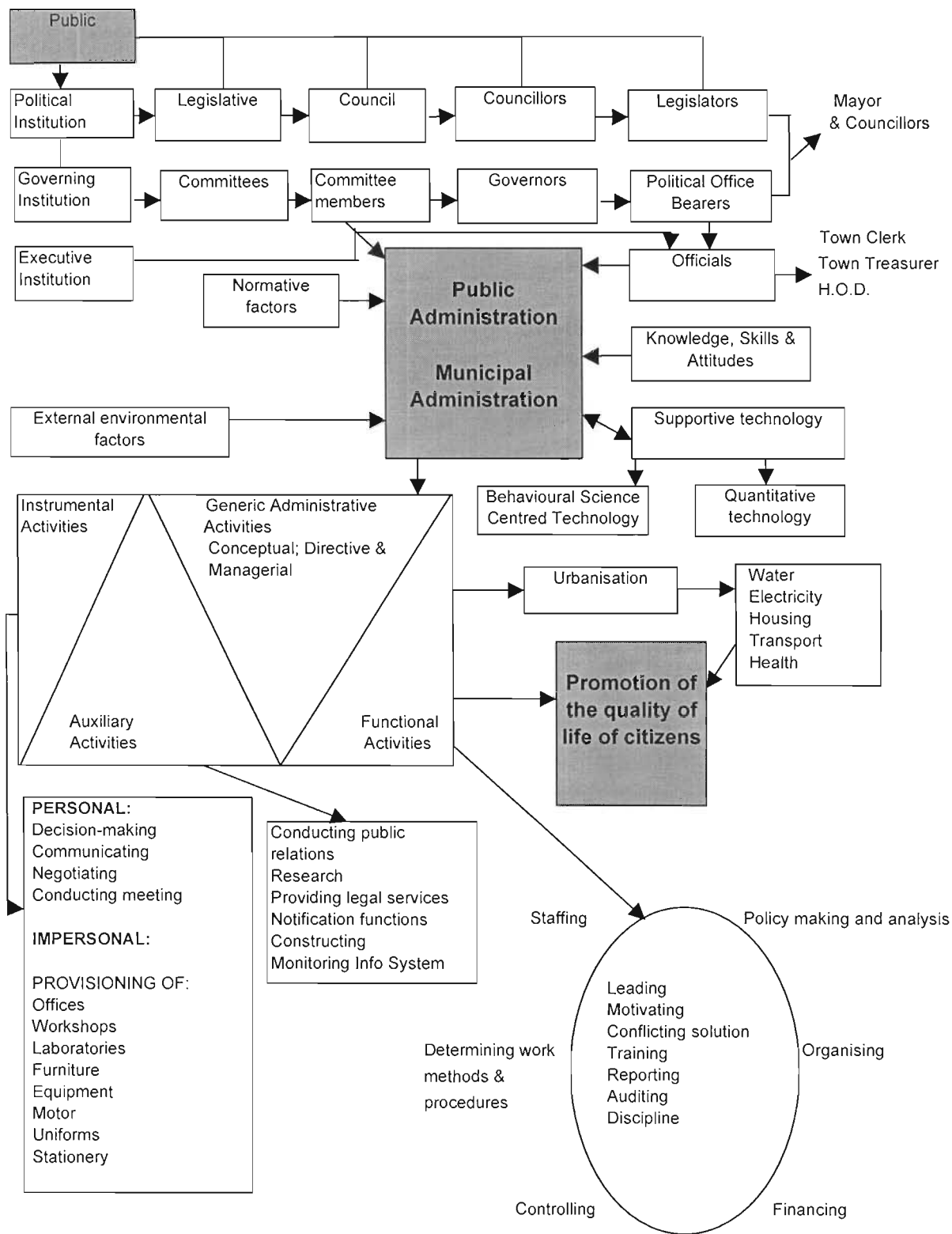
Cloete (1998: 86-87) asserts that the generic public administration approach has two dimensions:

- (i) Conceptual and directive functions

The conceptual and directive functions consist of:

- (a) policy implementation;
- (b) organizing;

FIGURE 2.2: CLOETE: TRADITIONAL APPROACH (a)



(a) Source: Adapted from 'Public administration and management', Cloete, 1998: 86-87.



- (c) financing;
- (d) staffing;
- (e) determining procedures; and
- (f) exercising control.

(ii) Delivery functions

A synopsis of these processes is presented below:

(i) POLICY IMPLEMENTATION

Policies provide the guidelines for the functioning of an organization. Policy implementation involves, *inter alia*, the following:

- (a) setting missions/objectives/goals;
- (b) planning, programming, marketing missions/objectives/goals; and
- (c) identifying and reporting shortcomings.

(ii) ORGANIZING

Owing to the magnitude and complexity of government activities, it is necessary to group individuals into a team to realize the same goals (Botes, 1994: 28). Organizing generally refers to delegation, co-ordination and effective lines of communication.

(iii) STAFFING

These processes relate specifically to the following (Cloete, 1998: 86-87):

- (a) leading, motivating, training, merit rating; and
- (b) maintaining discipline, counselling, reporting on personnel systems and individuals.

#### (iv) FINANCING

Organizations need funds to operate and in the core of a public organization the legislative body allocates funds, derived from taxes to such a public organization. According to Cloete (1989: 127), the process of financing in municipal administration entails numerous activities, such as:

- (a) preparation of draft estimates of income and expenditure;
- (b) costing/cost-benefit analysis; and
- (c) accounting; auditing and reporting.

#### (v) DETERMINING WORK METHODS AND PROCEDURES

Specific work methods and procedures will result in efficient work performance and that work will be done in the shortest time, using the minimum amount of labour and at the lowest cost (Cloete, 1981: 70-73).

#### (vi) CONTROLLING

Due to the fact that a public organization is working with public funds, control becomes an important aspect. The process of control in municipal administration entails numerous activities, *inter alia*,

- (a) applying standards prescribed;
- (b) checking on the quantity and quality of products;
- (c) internal auditing; and
- (d) reporting (feedback).

#### (vii) AUXILIARY FUNCTIONS AND INSTRUMENTAL ACTIVITIES

These are enabling functions which help or aid in the provision of the necessary support services to local authorities so that they may render improved and efficient services to the community (Cloete, 1986: 2). Within this



group are included, *inter alia*, the following types of activities (Cloete, 1991: 50):

- (a) research;
- (b) conducting public relations;
- (c) providing legal services;
- (d) notification functions; and
- (e) constructing and maintaining information systems – data collection, processing and retrieval.

The instrumental activities may be regarded as tangential because they are performed in conjunction with both the administrative and functional activities (Cloete 1991; 223). The instrumental activities include:

- (a) personal activities such as decision-making, communicating, conducting meetings and negotiating and
- (b) impersonal activities such as the provision of:
  - offices,
  - workshops,
  - laboratories,
  - furniture,
  - equipment,
  - motor and other transport,
  - uniforms, and
  - stationery.

#### (viii) FUNCTIONAL OR LINE ACTIVITIES

The functional activities undertaken by municipal institutions are determined by the physical and social conditions prevailing in the municipality and the local community, as well as the ideologies of the functionaries who are in power in legislative and governmental institutions. Examples of functional/line activities are as follows (Cloete, 1988: 86-87):





- (a) building roads;
- (b) nursing patients;
- (c) urbanization;
- (d) providing health services;
- (e) water and sanitation;
- (f) electricity;
- (g) transporting goods;
- (h) education;
- (i) foreign affairs;
- (j) environmental conservation; and
- (k) library services.

The generic administrative/managerial, functional (line) and auxiliary (instrumental) functions are necessary to achieve the goals of a local authority, meeting urban needs and the efficient and effective provision of goods and services such as water for the promotion of community welfare.

#### **2.5.2.1.1. CRITICISM OF CLOETE'S APPROACH**

Cloete's administrative process model still has a very strong influence on the theory and practice of public administration in South Africa today. However, there have been several criticisms of Cloete's approach. Fox *et al.* (1991: 4-11) discusses these in terms of reductionism, reification and relevance.

##### **(i) REDUCTIONISM**

One criticism is that the generic administrative process model reduces the complex phenomenon of public administration to the administrative process by equating public administration to the administrative process. The administrative process is then further reduced to the six generic functions of policy-making, organizing, financing, staffing, determining work methods and procedures and control. The logical consequence of this is that public

administration is reduced to these six administrative functions (Fox *et al.*, 1991: 4-11).

(ii) REIFICATION

Reification occurs when intellectual or abstract ideas are confused with reality. Exponents in public administration were exposed to the regulating practices of government when they worked as public officials themselves. As a result, practices in the South African civil services have been reified to the status of theory in Public Administration (Fox *et al.*, 1991: 4-11).

(iii) RELEVANCE

Another criticism is that the very nature of the generic administrative process inhibits critical and relevant theorizing about the relationship between the system of public administration and the society in which it operates. Cloete's administrative process model does not take into account the ever changing and troubled environment (political, economic, social, cultural and technological) of a society and the way in which this environment influences administrative activities (Fox *et al.*, 1991: 4-11).

#### 2.5.2.2. SCHWELLA: INNOVATIVE APPROACH

With the traditional approach of Cloete in mind, attention will now be devoted to the innovative approach as set up by Schwella. Fox *et al.* (1991: 2) define public administration as:

- (a) that system of structure and processes;
- (b) operating within a particular society as environment;
- (c) with the objective of facilitating the formulation of appropriate governmental policy; and
- (d) the efficient execution of that policy.

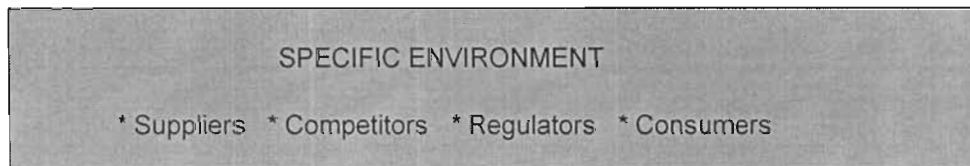
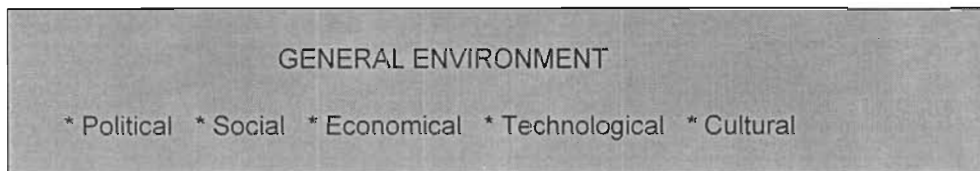
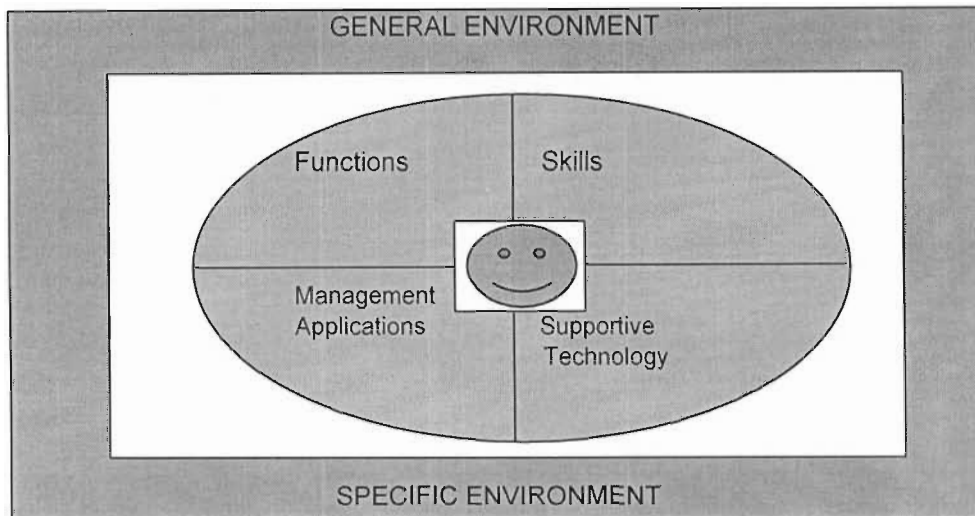
It is argued that management of public affairs is an integral and important aspect of public administration. The assessment of public management functions is dependent to a large degree on the environment it serves. It is for this reason that a public management model becomes necessary (Fox *et al.*, 1991: 1).

According to Fox *et al.* (1991: 2), the public management model stresses the importance of the environment as the foundation for the theory and practice of public management. Public management therefore attempts to incorporate a wide spectrum of management knowledge and skills into integrated and systematic approaches in order to improve the quality of particular aspects of public management. Examples include policy analysis, strategic management and organization development. Supportive technology and techniques provide tools and aids that may be used, when necessary, in conjunction with and in support of public management functions and skills and when using public management applications.

The public management environment consists of general and specific components (Fox *et al.*, 1991: 5). The general component includes the political, economic, social, cultural and technological aspects of the environment. The specific environment includes suppliers, regulators, competitors and consumers. Public management functions include policy-making, planning, organizing, leadership, motivation, control and evaluation (Fox *et al.*, 1991: 5).

Public management, like management generally, requires skills in competent decision-making, constructive negotiation and the successful management of conflict, change and bargaining. In exercising public management functions and skills, public managers can be assisted by supportive technological aids and techniques. Computer technology and information management are two such examples. In order to enhance the functioning of public management, areas of operation need to be constantly researched (Botes, 1994: 191-192; cf. also Fox *et al.*, 1991: 6). Figure 2.3 illustrates Schwella's Public Management Model.

**FIGURE 2.3: SCHWELLA'S PUBLIC MANAGEMENT MODEL (a)**



FUNCTIONS	SKILLS	APPLICATIONS
Policy-making Planning Organising Leading Control and and evaluation	Decision-making Communication Management of change Management of conflict Negotiation	Policy analysis Strategic management Organisation development
		<b>SUPPORTIVE TECHNOLOGY AND TECHNIQUES</b>
		Computer technology and information management. Techniques for public management.

(a) Source: *Public management*, Fox, Schwella and Wissink, 1991: 4.



The environment forms an integral part of all public management decisions and applications (Fox *et al.*, 1991: 18-20). The environment can be discussed in terms of the general environment, which includes the political, economic, social, cultural and technological environment, and the specific environment, which includes suppliers, regulators, competitors and consumers.

#### (i) GENERAL ENVIRONMENT

The general environment refers to all those factors that are external to an organization and that will have an influence on the management of an organization. According to Fox *et al.* (1991: 18) the components of the general environment can be identified as follows:

##### (a) Political environment

The political environment impacts on the political system to deal with fundamental political demands of the people:

- public managers need to be aware of the impact that the political system has on organizations;
- political ideas, philosophy and political ideology form the basis of the political environment; and
- public organizations are influenced by national power and process structures such as political parties, pressure and interest groups, political policy, governmental laws, acts and regulations, as well as political and executive authorities.

##### (b) Economic environment

The economic environment involves key issues such as national income, reducing poverty and unemployment, equitable distribution of wealth and job creation:



- the economic system of a society is the way in which society creates and distributes wealth;
- economic ideas, philosophy and ideology provide a basis for international and national economic structures and processes;
- national economic factors include the structure of the economy, patterns of economic growth, inflation trends, rates of exchange trends, balance of payment trends and saving and investment trends; and
- climatic conditions have to be taken into account since they influence the availability of land, water, mineral and energy resources as well as the international competitiveness of the national economy.

(c) Cultural environment

The cultural environment is intertwined with cultural beliefs, practices and customs:

- the cultural system of a society includes the basic beliefs, attitudes, role definitions and interactions of the society; and
- the family, religious institutions and educational institutions transmit cultural patterns from one generation to the next; they also redefine and build upon cultural values.

(d) Technological environment

The technological environment impacts on efficiency, effectiveness, speed, accuracy and precision:

- the technological environment refers to the use of machinery and processes to produce and distribute goods and services; and
- public managers need to consider the importance of the technological environment which influences their functioning in public organizations.





(e) Social environment

The social environment necessitates the provision of basic services in order to improve the quality of life of the community. For management and organizational purposes, the social environment includes trends regarding demographic characteristics of the population, trends affecting urbanization, human development and improvement in the social well-being of the people.

(ii) SPECIFIC ENVIRONMENT

According to Fox *et al.* (1991: 20-22) the specific environment is that part of the environment which directly influences the availability of resources to the organization. As such these environmental components are observable and directly experienced by the organization.

Fox *et al.* (1991: 21-23) has divided the specific environment into the following components:

(a) Regulators

Regulators mediate, control or regulate the relationships between the organization and its suppliers, consumers and competitors.

These institutions perform specific functions in accordance with the needs of the polity, the society or the economy as they perceive it.

(b) Suppliers

Suppliers produce, mobilize and allocate various kinds of resources to particular organizations. These financial resources are mobilized by means of taxes, levies or service charges and are then allocated to public organizations in accordance with political and policy priorities.



### (c) Consumers

Consumers constitute the users of the products or services of the particular public organization. The consumers may voluntarily consume the services provided or may even be compelled to use the services provided.

### (d) Competitors

Competitors consist of those societal institutions that compete for scarce resources with the particular public organization concerned.

It is important to note that this study uses a combination of both the traditional approach and the innovative approach.

### **2.5.2.3. AN ADAPTATION OF THE CLOETE-SHWELLA APPROACH**

Local government must always take the environment it operates within into consideration. By using the key themes of the traditional and the innovative approaches, an adaptation of the Cloete-Schwella approach can be applied to place the restructuring of local government in perspective of the public administration environment.

Cloete stresses the following key generic administrative processes in public administration:

- (a) policy implementation,
- (b) organizing,
- (c) financing,
- (d) staffing,
- (e) work methods, and
- (f) procedures and control.



Schwella stresses the importance of the environment (general and specific) in public administration. The general environment includes the following aspects:

- (a) political,
- (b) economic,
- (c) cultural,
- (d) technological, and
- (e) social.

The specific environment is comprised of:

- (a) regulators,
- (b) suppliers,
- (c) consumers, and
- (d) competitors.

South Africa's continued democratization has brought about fundamental shifts in the accepted principles of and perspectives on government. The spheres of provincial, local and municipal systems management were and still are, to a large extent, central to many of the changes that have been brought about since the inception of the 1996 Constitution of the Republic of South Africa.

An increasing awareness within civil society and amongst politicians and officials of the urgent need to find workable solutions to the problems surrounding local government is currently counterbalanced by an inability to effectively address the issues at hand.

Local government is experiencing problems in managing and financially sustaining areas. This is also true of the Greater Pretoria Metropolitan Area (GPMA). System stress is indicative of systems experiencing attempts to alter the *status quo*. In a complex socio-economic, political, physical and institutional system such as the Gauteng Province, the demarcation of land and reorganization of structures, powers and functions is bound to impact on

the inhabitants of the province in many ways. Any changes to structures, powers and functions should therefore be effected in an accountable, rational, transparent and participatory manner.

### **2.5.3. NORMATIVE GUIDELINES OF PUBLIC ADMINISTRATION**

The reputation and success of any sphere of government depends on the conduct of public functionaries. It is therefore necessary to lay down certain normative guidelines to serve as a framework within which officials can perform their duties (Cloete, 1988: 22-24).

According to Isaak (1975:5) the concept “normative” implies value-laden prescriptions which are based upon moral, ethical or value judgements. The normative foundations that should guide public officials in the performance of their duties are, *inter alia*,

- (a) democratic requirements;
- (b) moral and ethical norms;
- (c) human rights;
- (d) public accountability and transparency;
- (e) efficiency and effectiveness; and
- (f) response to public demands.

An exposition of the above-mentioned norms is provided below.

#### **(a) DEMOCRACY**

According to Cloete (1988: 24) the aim of democracy is to create conditions under which individuals will experience the greatest state of well-being. There should be consultation between government and the urban community to determine and ascertain urban needs, resulting in a harmonious atmosphere (Reddy, 1996: 119). In addition, citizens should have specific rights and liberties.



According to Stahl (1976: 271), public administration at every level must serve the public in a manner that strengthens the integrity and processes of democratic government. This fundamental principle has implications for public officials, *viz.*:

- that all people must be served, equally and impartially;
- that this must be achieved with full respect for and reliance on representative institutions; and
- that internal administration in public institutions must be consistent with these codes of behavior.

Democracy is a normative guideline, which should be adhered to in the restructuring of local government to ensure participation in the process of service delivery.

#### **(b) ETHICAL NORMS**

Ethics implies a moral code of conduct which distinguishes right from wrong and entails the practice of virtues such as courage, selflessness, honesty and justice in the performance of one's duties (Dwivedi & Engelbert, 1981: 153; cf. also Andrews, 1988: 33; cf. also Bayat & Meyer, 1994: 39). The ethical personal conduct of public functionaries is essential to promote a more professional ethos and a commitment to serve the people. In view this, a code of ethics is intended not merely as a set of standing rules for behaviour but rather as a guide to public servants to use their creativity and discretion to promote national priorities (Hanekom, Rowland & Bain, 1987: 163; cf. also Rosenbloom, 1989: 463; cf. also Skweyiya, 1996: 3-4).

According to Botes (1994: 20) public officials must adhere to the following acceptable standards when serving the public interest and executing public goals:

- (a) friendliness;
- (b) diligence;



- (c) respect for humanity;
- (d) humaneness (especially to senior citizens); and
- (e) patience.

### **(c) HUMAN RIGHTS**

Section 10 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) provides that everyone has inherent dignity and the right to have their dignity respected and protected. In the same vein, freedom of choice allows anyone to reside in an urban or rural area of their choice.

This provision will be interpreted, in terms of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), as an individual's right to a structure of local government that will serve the best interest of the particular community. Local government is, therefore, expected to provide basic services within a local government structure that are affordable both to the household and to the country as a whole.

### **(d) PUBLIC ACCOUNTABILITY AND TRANSPARENCY**

It is generally accepted that every political office-bearer and every public official should display a sense of responsibility when performing his or her official duties (Cloete, 1991: 62). Public officials are implementers of public policies. It is not surprising that the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) makes specific provision for public administration to be accountable.

Public institutions, therefore, play a vital role in the implementation of legislative guidelines for the restructuring of local government. Hanekom & Thornhill (1983: 184) identify public accountability as one of the prominent characteristics of twentieth century public administration.

Public administration cannot expect to command the respect of the population if it is carried out behind closed doors. In the case of justice, administration





must not only be carried out, it must be seen to be carried out (Bayat & Meyer, 1994: 40; cf. also Reddy, 1996: 120). Transparency, as reflected in Section 195 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) is a principle, that the new government has taken great pains to implement in order to achieve clean administration.

#### **(e) EFFICIENCY AND EFFECTIVENESS**

According to Cloete (1998: 110-111), a public institution exists for and on behalf of the community. The decisions and activities of public institutions should always be judged on the basis of their necessity.

The revenue of public institutions is mainly generated through service delivery. The needs of the community will always be greater than the resources available to satisfy those needs. It is important, that when restructuring of local government is effected, consideration be given by politicians and public functionaries to not impeding service delivery at the cost of restructuring. Priorities, therefore, need to be set and resources must be used sensibly in order to obtain optimal results.

#### **(f) RESPONSES TO PUBLIC DEMANDS**

Historical developments in South Africa have resulted in imbalances among the various components of the total population. Recent changes have resulted in higher aspirations among those who had been relatively underprivileged. This has created certain expectations and demands resulting in the restructuring of local government in an attempt to address the imbalances of the past (Bayat & Meyer, 1994: 38). It is crucial that public functionaries adhere to and respect this normative guideline but in a framework that will maintain confidence in local government, promote professionalism and enhance infrastructure development and service delivery to the communities it serves.

## 2.6. CONCLUSION

The orderly division of every urban area (or land-use zoning as it is called) is essential to enable large numbers of people to live and work comfortably yet close together in small areas. For the maintenance of order, a type of government that sets standards is required. In Section 40 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), it is stated that the Government of the Republic is constituted as national, regional and local spheres of government.

The provision of public services is directed by the three spheres of government. Co-operative government is, of course, necessary. Central government, being responsible for the country as a whole, determines the policies for the restructuring of local government. Regional government sets the options for local government restructuring in accordance with central government policies. Local government, as the structure closest to the specific community it serves, determines the most viable option for restructuring and, in turn recommends the chosen option to central government. Central government enacts the option. The spheres of government are distinctive, interdependent and interrelated and therefore this can be referred to as co-operative government.

The activity or process of implementing government policies with the explicit intention of improving the quality of life of the citizenry is called public administration. Two approaches to public administration have been dealt with in this chapter. The one approach is the traditional approach advocated by Cloete and the second approach is the innovative approach advocated by Schwella. A combination of the Cloete-Schwella approach is recommended.

The impact of a combination of generic administrative activities with the impact of the environment on the restructuring of local government has been evaluated. The following chapter will place the role and purpose of local government in perspective.