3.16 MUNICIPAL TRANSFORMATION AND INSTITUTIONAL DEVELOPMENT

The delivery of services to communities relies highly on institutional capacity and organisational development level of the municipality.

Organizational Structure

Section 51 of the Municipality System Act 32 of 2000 stipulates that a municipality must establish and organize its administration in a manner that will enable it to:

- Be performance-oriented and focused on the objectives of local government.
- Perform its functions:
  - Through operationally effective and appropriate administrative units and mechanism and /or
  - When necessary on a decentralized basis; and
  - Maximize efficiency of communication and decision-making within the administration.
  - Be responsive to the needs of the Local Communities;
  - Facilitate a culture of public service and accountability amongst its staff, and
  - Be performance-orientated and focused on the objects of local government as set out in Section 152 of the Constitution and its developmental duties as required by Section 153 of the Constitution.

Council has adopted a new organogram that seeks to effectively maximize efficiency of communication, decision making as well is being responsive to the needs of the community as indicated supra.

Current Structure as adopted in 2011

Figure: Current Structure
Skills Development

The Municipality has a bursary scheme for its employees as well as students within the jurisdiction of the municipality; this is being used to support skills development programmes and academic programmes for external students. Currently there are internal employees who are the recipients of this bursary. Some bursary holders are external and have enrolled with institutions of higher learning. An initiative has unfolded to raise funds and increase the number of recipients of external bursaries. This is achieved through partnership with the private sector.

Management development programmes were introduced in order to make sure that those middle managers and supervisors are competent. We currently have employees from finance ranging from Top Management, Middle Management as well as accountants going through Municipal Finance Management Certificate Course. It is a requirement of the National Treasury to take everybody in Finance as well as Management through the Competency program.

Councilor training forms part of the overall skills development strategy and the municipality has introduced programs for councilors to enhance their skills. Councilors have gone through Executive Leadership Management Program.
The Municipality has an ABET programs for employees at occupational levels. Internal employees are attending ABET classes.

The table below indicates how the Skills Development Programme is being implemented in the municipality.

**Table: SKILLS DEVELOPMENT AND TRAINING**

<table>
<thead>
<tr>
<th>Skills Matrix</th>
<th>Management level</th>
<th>Gender</th>
<th>Employees in post as at 2011/2012 No.</th>
<th>Target 2011/2012</th>
<th>Actual end Dec 2011</th>
<th>Target 2011/2012</th>
<th>Actual end June 2012</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Female</td>
<td></td>
<td></td>
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<tr>
<td>MM and S57</td>
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<td></td>
<td>5</td>
<td>4</td>
<td>2</td>
<td>3</td>
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<td></td>
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<tr>
<td>Concillors,Senior Official and Managers</td>
<td>Female</td>
<td>32</td>
<td>3</td>
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<tr>
<td>Technicians and Associate Professionals</td>
<td>Female</td>
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<td>3</td>
<td>3</td>
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<td>4</td>
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</tr>
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<td></td>
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<td></td>
<td>Male</td>
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<td>17</td>
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<td>36</td>
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<td>16</td>
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</tr>
</tbody>
</table>

*Source: Polokwane Municipality Annual Report, 2011*

**Employment Equity**

The municipality has adopted an Employment Equity plan which gives preference to females and people with disabilities. There is a need for the municipality to engage in targeted techniques to employ more females and people with disabilities.

The municipality has reached the race targets, but we are still lacking on the appointment of females and disabled candidates.
### 3.16.4 Job grade analysis

**Table: Job grade analysis**

<table>
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<tr>
<th>Level</th>
<th>African</th>
<th>Coloured</th>
<th>Indian</th>
<th>White</th>
<th>Total</th>
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<tr>
<td></td>
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<td>FM M</td>
<td>FM M</td>
<td>FM M</td>
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<td>6 20</td>
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</tr>
<tr>
<td>03</td>
<td>9 21</td>
<td>3 4 37</td>
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</tr>
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<td>04</td>
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<td>119 366 3 2</td>
<td>1 491</td>
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</tr>
<tr>
<td>MM, Dir &amp; CFO</td>
<td>2 3</td>
<td></td>
<td>1 6</td>
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<tr>
<td>Total</td>
<td>423 860 11 15 2 1 35 95 1442</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 3.16.5 Vacancy rate and Turnover

During the financial year, council adopted a new organizational structure with the last review of the organizational structure taking place in 2001. The adopted organizational structure increased the number of positions in the municipality to 2604.

The total staff complement based on the old organizational structure stood at 1539 with a 16.2% turnover rate. Most of our turnover is due to officials that have reached
the salary band ceiling and cannot move to a higher job level except through promotion when vacancies are declared. All the positions of MM and Sec 57 were filled and there was no turnover for the period in question

### 3.17 FINANCIAL MANAGEMENT AND VIABILITY

#### Revenue Management

The municipality continues to render services which are legislated. There are two major own sources of revenue which account for 56% of total revenue. The biggest contributor to municipal revenue is the state. Grants make up 32.7% of the municipality’s revenue. Capital grants make up 8% and operational grants make up 24.3% of total revenue. Other contributors of note include agency fees, interest on investments, and sale of stands, water surcharge and revaluation of inventory.

#### Billing System

The SAMRAS billing system is in place at the municipality

#### 3.17.2 Financial Policy Framework

In terms of governing legislation the municipality is required to develop and implement rates and tariff policies or bylaws to guide the revenue management of the municipality. The municipality has most of the budget policies that must be reviewed.

There is an urgent need to review and develop the indigent and bad debt policy to ensure its appropriate alignment with prevailing legislation and the current economic situation.

The following budget related policies have been approved and adopted by council.

- Borrowing policy
- Petty cash policy
- Budget policy
- Funding and reserves policy
- Indigent policy
- Cash management & investment policy
- Supply chain Management policy
- Credit control and Debt collection policy
- Tariff policy
- Rates policy
- Subsistence & Travel Policy
- Leave Policy
- Virement policy
- Asset Management Policy
3.17.3 Expenditure Management

Due to the cash flow problems related to the 2010 Soccer World Cup (SWC) there was a period when it was not possible for the municipality to make all payments within 30 days after receipt of an invoice as required by the MFMA. But since currently this requirement is met without failing. The municipality salary bill is within the required limit of 35%. The actual bill is R381m which constitutes 28% of total expenditure. Total expenditure for the year was R1.367b.

3.17.4 Debtors Management

The municipality collect an average of 95% of revenue from the City and Seshego customers. There is slow improvement of payment for services in Mankweng and Sebayeng.

A process of public participation was undertaken in both Mankweng and Sebayeng to address issues which were preventing the communities from paying their accounts. Is it expected that the situation in these areas will improve.

The municipality applies its debt collection policy very stringently. The payment rate has always remained above 92%. To improve the collection capacity four new debt collectors have been brought on board to reduce the 14% debtor book.

3.17.5 Cash Flow

The municipality cash flow is in a good state. The municipality is 35% dependent on grants. It is able to sustain itself to the tune of 65% with own resources.

Due to the events of 2010, where the municipality ran out of cash, remedial steps were taken. A loan was raised with the Development Bank of Southern Africa. The total loan was R320m. due to the inflow of these funds, and the slow spending on conditional grants; the municipality has excess cash invested to the amount of R219.9m.

3.17.6 Audit Outcomes

The Municipality did not perform well in respect of the 2011/2012 financial year. A disclaimer opinion has been received from A.G. One of the problem findings relates to asset management and valuations. Corrective measures are in place to turn things around. The aim and commitment of Council and Management is to get an unqualified and clean audit as soon as possible.

The municipality has developed the Action plan to deal with the issues raised by the Auditor General. The action plan is processed by the Audit Committee and Mayoral Committee as oversight committees to ensure improvement of the audit opinion in the next financial year.

3.17.7 Financial Sustainability

It has been recognized that the well-managed physical development of the municipal precinct and the sustainable provision of infrastructural and social services to the citizenry
of Polokwane Municipality, both depend to a large degree on the efficiency of the municipality as an institution, as well as its financial viability.

Repairs and maintenance becomes fundamental to financial sustainability. All revenue generating assets have to be maintained and refurbished all the time to continue rendering the requisite services and yielding the revenue required to continue as a going concern. To this end the municipality has continued to set aside more and more resources both operational and capital to ensure that the assets are in a good state.

One of the processes the municipality embarked on as part of the turnaround was to develop a turnaround strategy striving to reduce costs and enhance revenue. Specific areas were targeted for budget reduction and streamlining. Luxury spending and unplanned spending was discouraged. Certain measures have been put in place to improve the management of revenue and collection thereof.

3.18 GOOD GOVERNANCE AND COMMUNITY PARTICIPATION

ROLE OF MUNICIPAL COUNCIL AND ITS COMMITTEES

Council is the body that makes policy and oversees its implementation. Its key role in its current structure is to focus on legislative, participatory and oversight roles. The Council is comprised of ruling party, the African National Congress (ANC), that has an overwhelming majority in the Council. There are eight opposition parties in the Council, namely; Democratic Alliance (DA), Azanian People’s Organization (AZAPO), United Democratic Movement (UDM), the African Christian Democratic Party (ACDP), United Independent Front, New Vision Party and Vryheidsfront Plus. The functionality of both Council and Administrative legs are aligned and inform each other for decision making processes.

The Executive Mayor is the political head championing the strategy of the municipality. Executive Mayor is assisted by the Mayoral Committee made up to 10 councilors and six are full time councilors. The Mayoral Committee is responsible for individual portfolio and report directly to the Executive Mayor.

Polokwane Municipality holds its Council meetings, on average, quarterly Mayoral Committee meetings are held fortnightly while Portfolio Committee meetings are held once a month. The Council consists of 73 Councillors of which 37 are Ward Councillors and the remainder 36 PR Councillors.

3.18 Internal Audit

The Audit Committees is a committee of Council primarily established to provide independent specialist advice on financial performance and efficiency, compliance with legislation, and performance management. A combined committee was appointed to represent both Performance Audit and Audit Committees in compliance to section 166 of
MFMA no 56 of 2003 and section 14(2) of Municipal Planning and Performance Management Regulations.

In the quest to comply with legislation and becoming effective, efficient and economic in delivery of services, Polokwane municipality strives to comply with legislative requirements. Over the years the municipality has developed IDP’s, SDBIP and annual reports.

Prevailing challenges noticeable include establishing greater synergy between Council committees and Audit Committees; achieving greater compliance with key areas of legislation, the MSA, other regulations and policies, and creating greater business continuity and improved disaster recovery plans.

3.19 Risk Management

Polokwane municipality has established the Risk Management unit. Its role and responsibility is to develop and maintain an effective risk management system which will ensure an internal control environment that is conducive to the achievement of the municipality’s overall objectives. This is achieved by developing and implementing an effective Risk Management strategy and policy and conduct institutional risk assessment in consultation with all stakeholders including consultation with the Audit committee on matters of governance. The Risk Management unit works hand in hand with the Risk Management Committee. The Risk Management Committee is comprised of the following members:

- Chairperson- independent person not in the employee of the municipality,
- All Municipal Directors
- Manager: Risk Management- secretary
- Manager: Internal Audit - Standing Invitee.

3.21 Fraud and Corruption Strategy

To curb fraud and corruption the Anti-Fraud and Corruption strategy and Policy, the Whistle Blowing Policy is implemented. An Anti-Fraud toll free hotline has been launched to help combat fraud and corruption in partnership with the Capricorn District Municipality. The hotline is a District shared service and is outsourced to an independent party (Delloitte). The hotline provides an opportunity to anyone wishing to report anonymously on unethical activities or dishonest behavior that affects the municipality.

Polokwane Municipality is committed to maintaining the highest standards of honesty, integrity and ethical conduct and has adopted a zero tolerance to fraud and corruption. Any fraud and corruption committed against the municipality is a major concern to council.

During the financial year there were five fraud and corruption investigations undertaken. Disciplinary processes yielded the dismissal of four employees (one for theft), two employees resigned due to fraudulent activities and two cases were still ongoing.

There were various recommendations from the Audit committee; these included that internal audit and risk management units must be capacitated to improve controls
within the municipality, municipality must develop an action plan on policy and by-

law reviews and that the municipality must review its internal audit methodology, risk
management strategy and risk audit committee charter.

Performance Management System (PMS)
The PMS framework was developed in 2007/2008 and reviewed in 2010/2011
financial year; during the 2010/2011 financial year performance management status
quo report and performance management framework was developed and adopted
Council.
The organisational performance management system is functional as the
municipality is able to assess its performance against quarterly targets. The
challenge is that the system is not automated. Processes are on due course to
automate the system and ensure alignment with the budget of the municipality.
The performance management system is not cascaded in all levels of the
organisational structure. The Municipal Manager and all Directors signed
performance agreement in terms of section 57 of Municipal Finance Management
Act. Formal and Informal performance assessments of Directors and MM are
conducted at the end of each quarter. Plans are in place to cascade the
Performance assessment to Managers and Assistant Manager Level in the coming
financial year.
The PMS policy that will guide performance has been developed by the municipality.
The policy is now at Local Labour Forum (LLF).

Supply Chain Management
The Polokwane Municipal Council adopted the Supply Chain Management Policy
that was drafted in accordance with the requirements of the Local Government:
Municipal Finance Management Act, No. 56 (MFMA), as well as the Municipal
Supply Chain Management Regulations, Government Gazette Notice No. 868 of
2005.

Section 217 of the Constitution of the Republic of South Africa requires that when
an organ of State contracts for goods and services, it must do so in accordance
with a system which is fair, equitable, transparent, competitive and cost effective.
The Supply Chain Management Policy give effect to these principles and the
Preferential Procurement Legislation, and furthermore to comply with the provisions
of the Local Government: Municipal Finance Management Act and its Regulations
promulgated in terms thereof.
The SCM policy has recently been reviewed and approved by Council to ensure
that controls are tightened to combat fraud and corruption in procurement
processes. The following policies are available in the Municipality.

- Tariff Policy
- Rates Policy
- Supply Chain Policy
Supply Chain Management Unit

Chapter 11 of the MFMA compels the municipalities to establish Supply Chain Management Units and implement the SCM Policy, which gives effect to all SCM functional areas. The Supply Chain Management Unit has been established and operates under a direct supervision of the Chief Financial Officer.

Bid Committees

Regulation 26 of the Municipal Supply Chain Management Regulations stipulates that a municipality’s Supply Chain Management system must provide for a committee system for competitive bids consisting of at least a bid specification, bid evaluation and bid adjudication committee.

The Municipality has established the following committees:-
- **Bid Specification Committee**;
- **Bid Evaluation Committee**;
- **Bid Adjudication Committee**.

Each Committee consists of a practitioner from Supply Chain Management and officials from key Directorates in the Municipality. The Accounting Officer is responsible for the appointment of bid committees and committees are appointed once a year and reviewed accordingly by the Accounting Officer. Although the chain of work of these Committees is intertwined, they operate separately from each other. All members of the Committees sign an Oath of Secrecy and Declaration of Interest to ensure that the bidding system is fair, transparent, open and equitable.

Portfolio Committee

In accordance with the delegated powers and function of the executive, all reports first serve at the Portfolio Committee then escalated to Mayoral committee before they are submitted to council for decision making. At the council reports are noted and adopted.

The Municipality has ten Portfolio committees. Each of the ten members of the Mayoral Committee chairs a Portfolio Committee and reports their activities to the Executive Mayor. The Executive Mayor reports to Council during Council meetings, which are open to the public. Polokwane Municipality holds its Council meetings on average, quarterly, Mayoral Committee meetings are held fortnightly while Portfolio Committee meetings are held once a month.

MUNICIPAL PUBLIC ACCOUNTS COMMITTEE [MPAC]

That in accordance with Section 129 (5) of the Municipal Finance Management Act, Council of Polokwane Municipality has adopted the “Guideline for Establishment Municipal Public Accounts Committees” (“Guideline”). The members of the Polokwane Municipal Public Accounts Committee (“MPAC”) are consisting of the following Councillors:

**Table: MPAC Members**

<table>
<thead>
<tr>
<th>Party</th>
<th>Name of Councillors:</th>
</tr>
</thead>
<tbody>
<tr>
<td>ANC</td>
<td>MH Morwana</td>
</tr>
<tr>
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<td>MA Mathabatha</td>
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<td>MMP Sono</td>
</tr>
<tr>
<td></td>
<td>HE Chauke</td>
</tr>
<tr>
<td></td>
<td>MP Maifala</td>
</tr>
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<td></td>
<td>MM Mailula</td>
</tr>
<tr>
<td>DA</td>
<td>FA Haas</td>
</tr>
<tr>
<td></td>
<td>RK Mogashoa</td>
</tr>
<tr>
<td></td>
<td>CS Ramabu</td>
</tr>
<tr>
<td>Minority</td>
<td>MJ Raletjena</td>
</tr>
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</table>

Members of Polokwane Municipal Public Accounts Committee are guided by the following pieces of legislation to consider and scrutinize the Annual Reports:

- Sections 129 & 131 of Municipal Finance Management Act No. 56 of 2003
- Circular No. 32 of 15 March 2006

The MPAC has been tasked with the responsibility of assessing the annual reports of the Municipality. Council appointed a multi-party Oversight Committee to review the annual report and Councillor MH Morwana has been appointed Chairperson of MPAC.

**Municipal Stakeholders**

The relationship between the Municipality and its stakeholders is very important. The involvement of all stakeholders in the matters of the municipality is necessary because the municipality is accountable to them for decisions taken. Stakeholders are not only local people. They include governments and their agencies, as well as people, organizations, institutions and markets. Stakeholders include people and institutions that impact directly but also indirectly on the organization, and they can include people who may not even be aware that they have a stake in the management of these organization.

The primary aim of stakeholder *identification* is to name all those who could and should have a stake in a planning and management process.
The following is a list of key stakeholders for Polokwane Municipality

- Community
- Business Sector
- Government Departments
- Education Sector
- Non Governmental Organizations
- Labour Unions
- Organized Groups
- Traditional Authorities
- Finance Institutions
- Mines
- Rates payers association
- Civic organization

The number of key stakeholders that needs to be consulted during the IDP/Budget Public Participation/Consultation has been increased. During the 2013/14 Draft IDP/Budget consultation, new stakeholders were added, those are:

- Religious Groups
- Farmers
- Transport
- Institution of higher learning
- Traditional Healers

The above stakeholders were consulted for the first time during the 2013/14 Draft IDP/Budget consultation.

3.27 Relationship with Traditional Leaders

Since 2010, the relationship between the Municipality and the Traditional Leaders has improved drastically and we were able to engage them on numerous occasions and towards and after any IDP/Budget Review consultations, we meet with our Magoshi and discuss the consultation programme with them first before we go to our rural areas.

During the development of the New Organisational Structure (Organogram), Traditional Leaders have been officially placed under the Office of the Speaker and all engagement is facilitated from the Speakers’ Office through Public Participation Unit.

We have established a structural relationship between the Municipality and our Traditional Leaders. We have developed a Quarterly annual schedule of meetings excluding IDP/Budget Review consultations. When we hold our Community Outreach programmes (IMBIZO’s), the Municipality pay courtesy visit to our Traditional authorities before the Executive Mayor speaks to the community.

The Executive Mayor have established an Annual Charity Fund that benefit the most Rural poor Organizations (NGO’s & CBO’s) and to strengthen our relations, our
Traditional leaders have been tasked to identify the most needy NGO's & CBO's to benefit from the proceedings. The municipality also has Five (05) Traditional Authorities participating in our Council seating’s. Office of the Speaker occasionally convenes special meetings with different Traditional Authorities to focus on Service Delivery matters and this has worked well.

**Challenges**

We had challenges on the benefits for the participating Traditional Authorities (Cell Phones allowances) and Council is busy handling that through the Corporate Services Directorate. We also had few challenges on the implementation of one of our Water projects that went to High Court and Council is busy resolving the matter with the affected traditional authority. There are some Community members who disrupted the implementations of some of municipal project. Generally the Polokwane Municipality has a smooth relationship with all our Traditional leaders and they participate actively in our Municipality Programmes.

### The building blocks of Good Governance

The building blocks of good governance are participation, accountability, predictability and transparency. Developmental local government requires municipalities to promote good governance and community participation.

In promoting and ensuring a culture of good governance in providing services municipalities are required to establish components and mechanisms that promote good governance and community participation.

### Communication and Public Participation

Communication is an important element of good governance. It is through communication that the communities and other stakeholders are informed about the activities of the municipality, and thereby getting empowered to participate in the affairs of the municipality. Section 18 of the Municipal Systems Act stresses the importance of communication between the Council and its communities. It gives guidelines of issues that the municipality must communicate about to its community.

Over the years the municipality has utilised different strategies to encourage community participation. This included programmes of mobilising, informing and educating, engaging and empowering communities in municipal affairs.

Within the municipality community participation is not regarded as a means to an end but an end itself hence there are continuous plans intended to improve the processes. Development of communication and Community participation strategy and strengthening of relations with critical stakeholders are considered to entrench participatory local government.
3.27.3 Ward Committee and CDW's

The table below is depiction of ward committee system and number of CDW's deployed in the municipality:

<table>
<thead>
<tr>
<th>Number of Wards</th>
<th>Number of CDW's</th>
<th>Number of ward committees</th>
<th>Number of wards committees not functional</th>
<th>Challenges</th>
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</thead>
<tbody>
<tr>
<td>38</td>
<td>29</td>
<td>380</td>
<td>0</td>
<td>Ineffective use of Ward Committee systems in some areas to inform council processes; Limited capacity building programmes due to financial constraints Limited number of CDW's in the municipal area</td>
</tr>
</tbody>
</table>

3.27.4 Ward Plans Development

Polokwane Municipality Council have took a decision to develop ward plans in all its 38 Wards. A Local Area Plan/ community based plan is a tool that seeks to create a platform for community members to participate at ward level by developing a ward IDP and promoting bottom-up approach to development. It enhances community participation and planning in a municipality and informs processes of reviewing the IDP/Budget/PMS. It also allows community monitoring and evaluation of the implementation of the IDP through the ward committee system.

The purpose of the plan is to outline the developmental priorities of the ward over the next five years, it also outline community assets that can be utilised for the advancement of the communities developmental agenda in conjunction with the spheres of government and other social partners.

The development of a community based plan was preceded by workshops with Councillors /ward committees and traditional leaders facilitated by PLM and IDT at the municipal offices. The participants that were trained include Ward committee members, traditional leaders and CDW's.

The ultimate aim was to train local facilitators that would conduct community workshops and facilitate the development of community based plans. The training module was focused on the ABCD (Asset Based Community and Community Driven Development) methodology. This was aimed at complementing the IDP planning tools. These documents are a record of issues that the community appreciates about their ward, development challenges and projects by priority.
Due to the availability of most services in the city area the approach for compilation community plans was different from the rest of the municipality. The community was asked to rate the level of services provide by the municipality and identify areas that required improvement.

**Approach used compiling ward plans**

Councillors and ward committees were invited to a short training on the development of the plans; during the training the purpose of ward plan and how they will be developed together with their roles and that of the community was explained. In the rural wards they were provided with forms to indicate the services that are available to the communities within the ward, the services ranged from education, health, policing, business, Social and basic infrastructure services per village. Through this forms the communities were expected to identify their needs per village and priority for the ward.

In the City wards the approach was for the community to rate the services as provided by the municipality. It was much more like a survey to find out their challenges when it comes to services rendered by the municipality. I.e. water, electricity, refuse removal, sewage system, roads, billing system, safety and security.

### 3.28 Special Focus programmes

Section 73(1) of the Municipal Systems Act, Act 32 of 2000 requires municipalities to give effect to the provisions of the Constitution to give priority to the basic needs of the local community and to promote its development. The Act, Section 73 (2) further states that municipal services should be equitable, accessible and be provided in a manner that is conducive to the prudent, economic, efficient and effective use of available resources.

The Special Focus Unit is found within the Office of the Executive Mayor to address issues that affect previously deprived and marginalized groups of the society, such as women, children, youth, people with disabilities and older persons. HIV and AIDS and other opportunistic diseases are also programmes within the Special Focus unit. The HIV and AIDS Centre provide training, information and counseling to individuals, organizations, schools and other community structures. The centre also serves as a condom distribution site (distributing ± 90 000 condoms per month).

**Complains Management System**

The municipality uses a book to record all the complains by the community about municipal Services or any other matter that affects the municipality. The book is placed at the rates hall where services are payed at the Civic Centre. The book is attended to everyday to see if there is anyone who has wrote some complain that should be attended.

When complains are retrieved from the book, they are forwarded to the Relevant Directorate through the Directors office.