

**AN ASSESSMENT OF THE MUNICIPAL INFRASTRUCTURE  
AND SYSTEMS AND THEIR IMPLICATIONS ON THE SMALL  
TOWN REVITALISATION STRATEGY AT ENGCOBO LOCAL  
MUNICIPALITY, EASTERN CAPE.**

**ZIBELE XUBA**

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# CHAPTER ONE

## INTRODUCTION AND PROBLEM ORIENTATION

### 1. Introduction

This study is an attempt to assess municipal structures and systems of Engcobo Local Municipality in the implementation of small town revitalisation strategy. Van de Waldt & Knipe (2007: 82) define implementation as the process in which all planned actions are executed. This research has intentions to offer contributions on current academic literature and scientific work on municipal institutional framework which can lead to efficient implementation of small town revitalisation.

It will achieve its objectives through analysing a wide range of institutional structures and systems anticipated during implementation of the strategy. Such examination will unleash lessons on institutional processes of small town revitalisation as well as propose institutional framework which can lead to effective implementation of the strategy. This piece of academic work will also add to limited literature that outlines role of municipal structures and systems in the implementation of small town revitalisation strategies, particularly in rural towns where implementation of small town revitalisation is urgently required.

This study sets its orientation from preceding research contributions such as studies by Taylor (1999: 147) which evaluated effectiveness of government urban policy and improvement of urban regeneration. It also traces its research interest from a recent research paper titled *Evaluation of Urban Renewal Strategy: A Case Study of Ngcobo Municipality, Eastern Cape* submitted at Walter Sisulu University by Xuba (2014) which explored alternative spatial development strategies.

From onset, it is indicated that, the previous paper by Xuba (2014: 68) fell short to assess institutional capacity of small town revitalisation strategy. This mini-dissertation would add on the baseline research for urban renewal and will certainly provide detailed analysis on the municipal institutional structures, systems and processes ideal for successful implementation of small town revitalisation strategy.

In South Africa, since 1994 political watershed; democratic government ushered several drastic policy changes (Franks, 2014: 48; Cloete, 1995:29) and that inherently changed government operations (Van der Waldt & Knipe, 2007:107). This heralded new political and administrative structures and systems regarding implementation of development strategies (Kuye et al, 2002: v). Booyesen (2001: 125) contends that changes included the transformation of governance and management processes and a redirection of the substantive priorities and goals of new policies. Nevertheless, Van de Waldt & Knipe (2007: 157) cautions that lack of institutional capacity such as lack of project management capacities fail urban renewal.

Assessment of institutional capacity of small town revitalisation strategy is, therefore, important so as to address challenges that hinder efficient implementation. Briner & Geddes (2001: 282) argue that for any institution to operate effectively, it must have necessary institutional resources in which structures and systems can lead to effective implementation of strategies. A study for assessment of institutional capacity in Public Administration, therefore, occupies significant role as it provides backdrop for alternative institutional measures to implement strategies.

This piece of academic work, therefore, unfold guided by research objectives; questions and rational for this study. Current literature strands from both Developed and Developing countries have been examined so as to provide lessons that can be adapted by Engcobo Local Municipality for its municipal structures and systems for implementation of small town revitalisation. A brief reflection on conceptual and theoretical foundations underpinning this study has been reviewed. Qualitative research methods were used to collect and analyse data. Finally; presentation of recommendations, future research areas and conclusion are done in chapter seven.

## **1.2 Background and context**

Pacione (2006: 617) writes that the challenges of creating adequate urban settlements has occupied philosophers, architects, urban planners and public administrators for centuries. In the context of empirical research on urban renewal Tacoli (2006: 155) maintains that small town redevelopment has

attracted attention of policy makers, planners and academics. According to Xuba (2014: 1) diverse academic disciplines such as Economics, Sociology, Geography, Architecture, Development, Political Science and Public Administration have written about urban renewal. The common inclination from scholars in these diverse disciplines has been to discover solutions for urban problems and prognosticate on future urban developments which remains a powerful element in urban management.

Public Administration scholars such as Rydin (2012: 25) argues that critical to implementation of any urban redevelopment strategy, analysis of institutional capacity is significant because it determines strengths and weaknesses that should be expected during implementation process. Briner & Geddes (2001: 11) write that many failures are caused by inadequate leadership and management especially insufficient technical and project management competencies. Weak institutional structures in local municipalities is an obstacle to implement and manage strategies. This situation is worsened by high rate of urbanisation which creates challenges for municipalities (McGill, 1996: 11).

In Latin America and Asia especially on countries in South East Asia, commonly referred to as East Asian Tigers; such as South Korea, Singapore, Myanmar and Vietnam, the process of urban redevelopment has not been problematic as compared to Africa (Keiner, Zegra, Schmid and Salemeron, 2013: 6). Pacetti, Passerini, and Brebba, 2012: 190) argue that efficient implementation of urban revitalisation strategies both in Latin America and South East Asia is attributed to institutional arrangements which promoted skilling of policy-makers and managers. Involvement of private sector and local communities also enabled success of urban renewal strategies in South East Asia.

In Africa implementation of urban renewal has been inefficient due to political and personal interests which lead to weak institutional structures and systems which then fail to execute plans (Herbst & Mills, 2010: 53). According to a research report of UN-Habitat (2012: 90) in Kenya, Uganda, Botswana, Tanzania and Ethiopia implementation of urban redevelopment for small towns

has been a bewildering task. This situation has been experienced throughout sub-Saharan Africa where institutional structures and systems were designed to manage urban areas to benefit colonists.

Independent African states had to change town management plans to be in line with liberation ideals. In South Africa where separate government policies were enacted by law (Acheampong, 2011: 11); municipal structures, systems and policies were meant to entrench White hegemony. This brewed institutional capacity crisis as most activists and people interested in developing their communities were prohibited and denied opportunities to occupy senior municipal positions. Booyesen (2001: 130) illustrates that policy implementation in South Africa has been thwarted by state capacity structurally and in terms of skills as well as mismanagement.

The 1998 White Paper on local government in accordance with Constitution of Republic of South Africa asserts that local government has an overarching responsibility to develop communities. Chapter 7 Section 152(1) of Constitution of South Africa states that local government amongst its objectives has to ensure provision of services to communities in a suitable manner as well as promote social and economic development. Schedule 51 of Municipal Systems Act 32 of 2000 advocates that municipalities must establish and organise its administration in a manner that would enable political office bearers, managers and staff members to align their roles and responsibilities within objectives set out in the Municipal Systems Act of 2000.

Municipalities as affirmed by Van de Waldt & Knipe (2007:113) have a major role to play in management of development projects and programmes. In relation to small towns, municipalities in their IDPs had to adopt Urban Renewal Program after it was announced by President Thabo Mbeki in February 2001 during the State of the Nation Address (Bank & Makhubalo, 2005: 2). In 2014, government of South Africa published Urban Development Framework essentially to promote comprehensive development of urban areas in the country. In response to these policy statements, local municipalities had initiated various strategies to revitalise their urban settlements throughout the country. The situation of small towns in Eastern Cape, nonetheless, remains

bleak due to lack of institutional capacities to execute programmes (Xuba, 2014: 4). It is on this note that this study proposes to assess municipal structures and systems for implementation of small town revitalisation strategy for Engcobo Local Municipality.

### **1.3 Statement of Problem**

In the Eastern Cape context, small towns as catalyst to rural development are of late receiving attention from government, donors, investors and academics in terms of policies, financial considerations and research. Local municipalities in the province have a serious challenge in transforming the appalling conditions in small towns. This situation is severe; particularly in former Transkei, where urban pathologies such as urban decay, congestion, unemployment, and poverty remain prevalent despite of existence of small town revitalisation strategies.

Brynard (2007: 357) and Franks (2014: 35) acknowledge that existence of good strategies does not automatically result in a successful implementation as problems often lies in the implementation thereof. Failure of small town revitalisation programme is therefore attributed to inadequate institutional structures and systems available to implement the strategy.

At Engcobo Local Municipality, the small town revitalisation strategy was adopted by the council in 2011, however there has been no effective implementation of the strategy as the execution of the programme has been at snail pace and some projects remain abandoned. The role of private sector and residents is also not clearly articulated, hence there has been resistance by hawkers to relocate during rezoning and urban infrastructural upgrading. Much as Engcobo Local Municipality is the focal area of this research, it is anticipated that recommendations from this study could be extended to municipalities of small towns in similar situations.

From the above, the following problems need to be addressed:

- ❖ Role played by municipal structures and systems in the implementation of small town revitalisation.

- ❖ Institutional challenges experienced during implementation of small town revitalisation strategy.
- ❖ Recommendations that will relate to findings are crucial.

#### **1.4 Purpose of the study**

The main purpose of this study is to assess municipal structures and systems in the implementation of small town revitalisation strategy of Engcobo Local Municipality. In order to achieve its main purpose, the following specific objectives were devised:

#### **1.5 Research objectives**

- ❖ To assess role played by municipal structures and systems in the implementation of small town revitalisation.
- ❖ To identify institutional challenges experienced during implementation of small town revitalisation strategy.
- ❖ To propose alternative institutional measures that can lead to effective implementation of small town revitalisation.

#### **1.6 Research questions**

- ❖ What are roles played by municipal structures and systems in the implementation of small town revitalisation?
- ❖ What are institutional challenges experienced during implementation of small town revitalisation strategy?
- ❖ What are the alternative institutional measures that can lead to effective implementation of small town revitalisation strategy?

#### **1.7 Significance of the Study**

The post-1994 era under ANC administration has witnessed introduction of more state policies and plans which are aimed at creating a more balanced and integrated society (Acheampong, 2011: 3). Just within early years after the democratic watershed several scholars were concerned about effectiveness of

policies and strategies mean to improve conditions in the small towns of South Africa. For this reason, several researchers have been conducted on revitalisation of small towns, nevertheless, such studies focus more on spatial attributes and socio-economic prospects of small towns, with little attention on institutional structures and systems.

There is currently no single research that examines institutional capacity of small town revitalisation strategy in the Eastern Cape in relation to the chosen objectives of this study, prudently selected from evaluations of the pertinent literature and from direct involvement in municipal processes. Du Plessis (2013: 45) highlights that in order for municipalities to achieve their pre-determined objectives, it is imperative for them to possess the institutional capacity to implement. According to Ijeoma & Nwaodo (2013:60) there is a need to strengthen and reform institutional framework for public service management in order to ensure effective and efficient utilisation of present and future public resources so as to prevent waste and inefficiency of the past.

De Waldt & Knipe (2007, 27) write that every institution eventually reaches a point where it must adapt to changing circumstances and put effective systems, methods and procedures. National Development Plan 2030 Vision (NDP) makes it clear that meeting the country's agenda requires functional municipalities with capable institutional machinery at local level that could lead to effective and efficient implementation of strategies. The significance of this mini-dissertation is appreciated by the fact that it seeks to open a new chapter on the institutional structure and systems on implementation of small town revitalisation by addressing a number of issues simultaneously. Currently, this mini-dissertation is therefore comprehensively important because:

- ❖ Engcobo Local Municipality has been spending considerable amount of time, money and efforts trying to execute small town revitalisation, however, there seem to be no institutional capacity to implement the strategy.
- ❖ This work is significant as it will demonstrate hidden structural and competency deficiencies that hinder successful implementation.

- ❖ There is, therefore, a need at this stage to capacitate councillors, managers and other officials about small town revitalisation strategy and implementation thereof. The call for capacity building in municipalities is also highlighted by Nkwana (2012: 155) when he states that developmental local government calls for new knowledge, skills and competencies from those in leadership positions in municipalities to promote service delivery.
- ❖ Lastly, this study will serve as reference for Public Administration practitioners and scholars interested in town planning and management and will also help the researcher improve upon his public administration knowledge.

In approaching this study in this manner, the study sought to ensure that it discovers new ways of doing things at Engcobo Local Municipality which means recommendations will be area specific which of course can help provide lessons to municipalities in similar situations.

### **1.8 Definitions of Key Concepts**

**Public Administration** - as an academic discipline prepares public service practitioners to be able to plan organise and manage public resources and be able to maximise effective and efficient use of public resources for the satisfaction of the general public. In the public sector there are laws and regulations which regulate how things should be done.

**Assessment** - is an operational instrument that is used to study, identify and synthesise progress and make inferences so as to make informed recommendations.

**Institutional Capacity** – it refers to both tangible assets such as machines, technology, fiscal strength and intangible resources but crucial resources which defines the capability of institution to execute planned programmes. Intangible resources mainly embraces human resources such skills and institutional memory necessary for effective implementation of strategies.

Municipal Systems Act (2001: 10) denotes that municipal capacity in relation to a municipality, includes administrative and financial management capacity

and infrastructure that enables a municipality to collect revenue and to govern its jurisdiction whilst meeting the aspirations of local community.

**Municipal structures** - refers to both political and administrative structures. Political structures include all council committees such as executive committee, standing committees; and municipal accounts committees meant to develop policies and strategies and do oversight. Administrative structures refers to managerial and departmental units meant to implement adopted Integrated Development Plan and council resolutions

**Small Town Revitalisation** – this refers to efforts, programmes and projects that are planned and implemented to bring adequate social and economic development such as aesthetic beauty, reduction of traffic congestion, employment opportunities and general increase of investor confidence to small towns.

**Implementation** - it is a process of careful execution of identified and planned programmes in order to bring change in a particular institution.

**Integrated Development Plan** - is a systematic planning concept that identifies developmental needs of a particular community and outlines process that will be conducted towards realisation of identified needs. In South Africa, IDP is legislated by Municipal Systems Act of 2000. All municipal councils are obliged by this act to adopt five year IDP plan wherein they develop strategies that would lead towards achieving stated ideals in the IDP document.

**Service Delivery Budget and Implementation Plan** - it is an instrument that sets out objectives, programmes, and budget allocated to each programme and target dates. On a quarterly basis departments report on progress in relation to the target they have set themselves to achieve. All these reports constitute to an institutional report which gets tabled in the council and later to stakeholders so that they are informed about needs (as identified by them during the IDP process) in terms of progress in the implementation.

**Strategies** - are intended planned action which can lead to realisation of outcomes. Politicians and managers have responsibility to carefully plan

strategies and show all resources to be involved in the execution of the strategies.

**Systems Analysis** - is a methodologically tool which promote examination of all components or inputs in particular institution and activities that occur towards realisation of predetermined goals.

**Local Municipality** - means a municipality that shares municipal executive and legislative authority in its area with a district municipality within whose area falls, which is describe in section 155(1) of the constitution as a category B municipality (Municipal Structures Act, 2001: 11).

### **1.9 Limitations of the Study**

In pursuit of this study, there were some limitations that were experienced at various stages and that contributed to the speed of analysing and consolidating received research findings. These limitations were as follows:

- ❖ Questionnaires distributed more especially to councillors were at times returned very late and in some instances councillors said they had forgot to complete them. This meant that the researcher had to be flexible and allow councillors to submit on later time than was expected.
- ❖ There was lack of cooperation from some business operators and traditional leaders as some presumed this exercise with suspicion bordering along lines of none familiarity with research culture.
- ❖ One other major limitation was the absence of documents in the municipality that explain fully small town revitalisation strategy of Engcobo Local Municipality despite of availability of projects on the ground that were implemented as part of the strategy.
- ❖ Lastly, Small Town Revitalisation Strategy implementation can be assessed from different conceptual basis using different theoretical tools. Mthethwa (2012: 43) states that no one perspective can be singled out as better theory than the rest, as each attempt endeavours to explain strategy and programme implementation and the factors influencing it. For this reason, the application of one theory was a limitation to the scope and further details that might have emerged than application of systems theory alone.

## 1.10 Organisation of the Study

In line with the research objectives, this mini – dissertation has been organised into seven chapters with each chapter having its own introduction and concluding remarks. The structure is as follows:

- ❖ **Chapter One** – introduces the study and gives background orientation and show why it is significant for the research problem to be diagnosed. It provides research objectives and questions, key concepts, significance of the study, give an outline of the research process and concluding remarks.
- ❖ **Chapter Two** – gives a brief synopsis of the study area Engcobo Local Municipality through covering the following aspects: geographical location, historical account; institutional structures (political and administrative); traditional leadership and community development workers and private sector involvement.
- ❖ **Chapter Three** - reviews recent literature and draw lessons from both developed and developing countries, particularly in Africa. Lessons relevant for the case of Engcobo Local Municipality are extrapolated.
- ❖ **Chapter Four** - provides theoretical and concepts foundations underpinning the study. Systems theory is reviewed and its significance in search of ideal institutional model for small town revitalisation implementation is explained.
- ❖ **Chapter Five** - gives details of research methodology and explains research methods. Reasons why particular research instruments and chosen data analysis tools that were employed are explained. Specific number of target population and sampled population is given and the reason thereof are explained.
- ❖ **Chapter Six** - presents research findings from councillors, municipal officials, traditional leaders and business operators. Research analysis is done and synthesis of what research findings suggest is indicated.
- ❖ **Chapter Seven** - provides recommendations, future research areas and conclusion.

### **1.11 Concluding remarks**

The introductory chapter has covered a number of issues to set the tone towards achieving the overall objective of assessment of municipal structures and systems in implementation of small town revitalisation strategy at Engcobo Local Municipality in the Eastern Cape. It has been highlighted that Engcobo Local Municipality has attempted to implement small town revitalisation strategies to redress alarming urban sprawl and other challenges such as traffic congestion and overcrowding.

This chapter has also demonstrated that the urban renewal process seem to be not achieving its intended objectives due to institutional capacity anomalies. In order to improve implementation of small town revitalisation, it has been argued that municipal structures and systems would be assessed with the intentions to discover alternative measures that can lead to effective implementation of urban redevelopment strategy. The next chapter provides a brief narrative of the study area.

## CHAPTER TWO

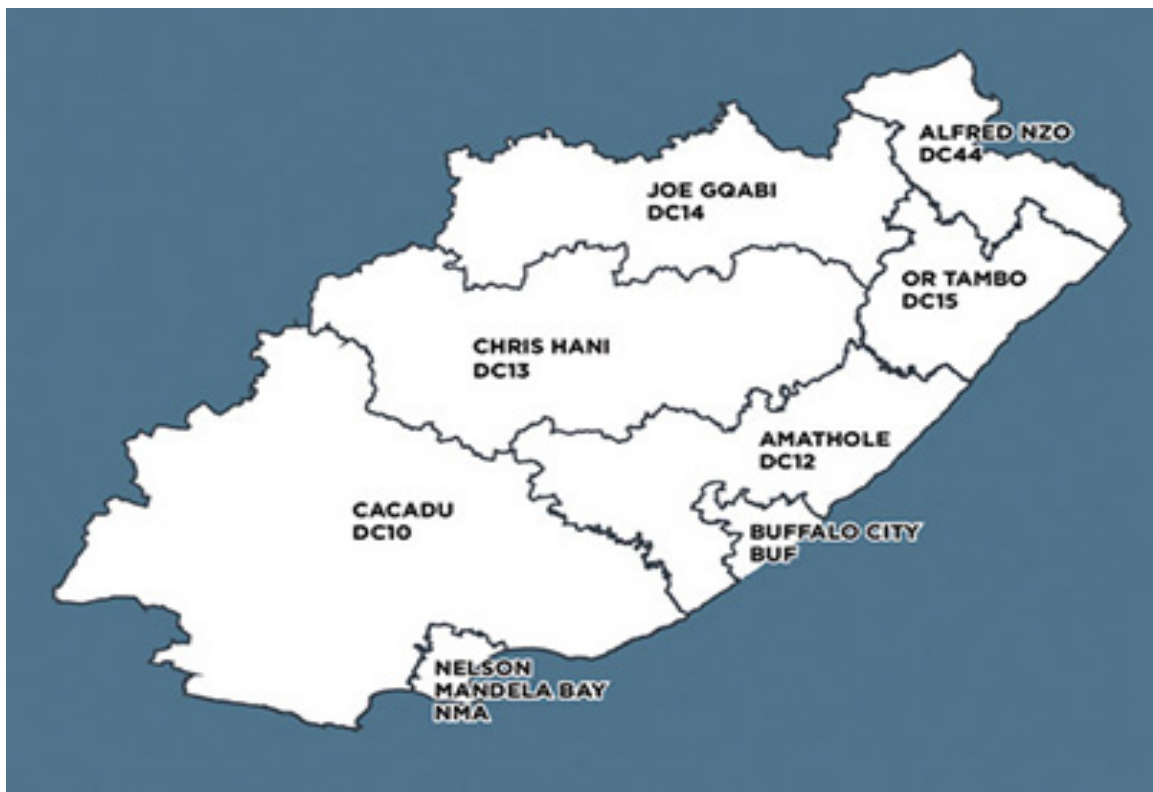
### STUDY REGION –ENGCOBO LOCAL MUNICIPALITY

#### 2.1 Introduction

The name Engcobo is derived from the indigenous word Ngcobo which is for the tall grass that once dominated the hilly slopes in the North Eastern side of the municipality and the current area where the town is situated (Engcobo Local Municipality, 2011). With the advent of developmental local government and succinctly re-demarcation and configuration of municipalities, Engcobo Local Municipality is the only local municipality in Chris Hani District Municipality that kept its former municipal outer boundaries that existed before 1994.

#### 2.2 Geographical location

Engcobo municipality is located in Chris Hani District Municipality with the Eastern Cape Province, in South Africa as shown by figure 1.1.



**Figure 1.1: Map of Eastern Cape showing District Municipalities.**

Source: Demarcation board 2011.

It is found in the North-eastern side of Chris Hani District Municipality and shares municipal boundaries with Sakhisizwe and Emalahleni Local Municipalities on the North western side; Instikayethu LM southwards as shown by figure 1.2. Engcobo Local Municipality (2014) points out that makes Chris Hani District Municipality outer boundaries with Amathole District Municipality through Mbashe Local Municipality, O.R. Tambo District Municipality (King Sabatha Dalindyebo Local Municipality) and Joe Gqabi District Municipality (Elundini Local Municipality) in the eastern and Northern side respectively.



**Figure 1.2: Map of Chris Hani District Municipality showing Local Municipalities**

Source: Demarcation board 2011.

Engcobo Local Municipality is a category B municipality and consist of twenty wards which are mainly rural with one small town called Engcobo. According to section 9 of Municipal Structures Act (1998: 16) category B municipalities have collective executive system combined with ward participatory system.

### **2.3 Socio-economic aspect**

According to Statistics South Africa (2012) the population of Engcobo Local Municipality is predominantly female make 56% and male constitute 44%. Population is mostly young and unemployed. Engcobo Local Municipality (2014: 67) further denotes that the town has high population growth due to high fertility rate and migrants coming mainly from surrounding rural areas and leading to severe urban crowding, urban decay, unemployment, crime and spread of diseases. Most small businesses are owned by foreign nationals especially from China, Pakistan and Bangladesh.

There are also foreign nationals doing businesses from African states such as Ghana; Uganda; Nigeria; Senegal; Kenya; Tanzania; Democratic Republic of Congo; Burundi; Rwanda; Zambia; Mozambique and Zimbabwe and Lesotho. There are few South Africans who own small businesses despite the council's adopted Local Economic Development strategy.

### **2.4 Historical Context**

Most people that are found at Engcobo Local Municipality are Africans that belong to southern Nguni group called AmaXhosa (Acheampong, 2011), under the AbaThembu Kingdom led by King Buyelekhaya Dalindyebo. There are three main chiefdoms namely AmaHala, AmaJumba and AmaQwathi. The town of Engcobo was established in 1881 and is found in the central area of the municipality (Engcobo Local Municipality, 2014). Engcobo has rich liberation heritage for having produced numerous leaders who fought colonialism and apartheid systems. Such liberation icons include amongst others Chief Silimela, Chief Lam Mgudlwa and Chief Dalasile in different epochs.

During apartheid it produced national liberation leaders such as Doctor A. B. Xuma and Walter Sisulu. The town of Engcobo has been governed by different local council arrangements until 5<sup>th</sup> of December 2000 where for the first time it became part of wall to wall municipality and the proportional representative system was adopted for council governance (Council Minutes, 2011).

## **2.5 Governance and Administration**

### **2.5.1 Political leadership**

South Africa is a multi-party, representative democracy, under a constitution which is sovereign and which entrenches all three spheres of government to work together towards building a prosperous state. The role of local government as advocated in the Local Government White Paper of 1998 led towards Developmental Local Government, with local councils being at the centre for local social-economic development. As from 28 May 2011, after the inauguration of third democratically elected council of Engcobo Local Municipality, the council has forty councillors made up of twenty ward councillors and twenty proportional representative councillors (Council Minutes, 2011).

The seats are allocated in accordance with election results of 22 May 2011 with African National Congress (ANC) having won all wards and received fifteen Proportional Representatives (PRs) seats, followed by United Democratic Movement (UDM) with three PR seats; Pan Africanist Congress of Azania (PAC) has one PR seat; and National Freedom Party (NFP) with one PR seat.

The local council is a mayoral type with executive committee chaired by elected Mayor. The EXCO is structured into the following standing committees Budget Treasury and Operations (BTO); Corporate Services; Infrastructural Development; Integrated Planning and Development; Special Programmes Unit and Housing, Community services and Waste Management. EXCO reports to the council which is chaired by the council Speaker.

The Mayor, Speaker, Chief Whip and five Portfolio chairpersons are headed by councillors deployed by ANC with the exception of Waste Management Standing committee which is chaired by a councillor from UDM. This shows that the ANC is the ruling party in the council and it is anticipated by the community to ensure that its better life for all manifesto is realised by all. All

councillors are allocated to different standing committees and the deployment to standing committees is done by the Speaker, Chief whip and Mayor commonly referred to as Troika. There is also Municipal Account Committee (MPAC) which is a section 79 committee as stipulated in the Municipal Structure Act schedule. It is headed by a part time ward councillor and reports directly to the council.

According to notice 12 as gazetted by the Member of Provincial Executive Committee (MEC) for Local government and Traditional Affairs dated 22 March 2014 the municipality qualifies to have five fulltime councillors (Council Minutes, 2014). However as from 28 May 2011 there had been three full time councillors mainly the Mayor, Speaker and Chief Whip. The Portfolio Head for Budget, Treasury and Operations became full time in May 2014 and nonetheless Integrated Planning and Economic Development Portfolio Head has not yet been made full time inspite of the letter from MEC confirming that position to be full time as well (Council Minutes, 2015).

It appears that there has been reluctance and political hesitation to make all EXCO members fulltime based on the political differences with the ruling party in the council. This makes oversight responsibility and full time commitment necessary for EXCO members difficult as they do not have offices to plan and file their work rather rely seating in boardrooms and commute back with volume of paper work of the council committees. Instances of political infighting led to the removal of speaker in November 2014 with the hope that the new incumbent would help lower council political tensions within councillors of the ruling party. According to (Engcobo Local Municipality, 2011) the municipality has got two hundred ward committees with each ward having ten ward committees reporting directly to the ward councillor.

### **2.5.2 Management and Workforce Distribution**

Municipal manager is the accounting officer and thus entirely responsible for operations and management of the municipality. There are five Head of Departments or Directors namely for Corporate Services; Budget, Treasury and Operations, Infrastructural Development, Community Services and Integrated Development Planning. Heads of departments directly report to the

municipal manager. Below section 57 managers there are line managers or assistant managers such as for Town Planning; Integrated Development and Planning and Performance Management System; two Senior Accountant and Chief Internal Auditor. Officers and general workers and officers make hundred and sixty seven combined (Engcobo Local Municipality, 2014).

### **2.5.3 Traditional leadership and Community Development Workers (CDWs)**

The municipality as has been stated is found in an areas under the leadership of traditional councils. Through cooperate governance act as outline in the constitution traditional leaders work closer in a complementary role with the municipality (Municipal Structures Act, 2000).

In line with MSA act no 117 Of 1998 55 section 81, traditional authorities may participate through their leaders in the proceedings of the council and must participate in all council meetings. For this reason, there are six traditional leaders that seat in the council and its committees for advocacy and synergising their people's development goals (Council Minutes, 2012). Participation of traditional leaders in the implementation of small town revitalisation of Engcobo is important as some of the land earmarked for town development particular Mall development is under dispute as communities under traditional council claim that they are the legitimate owners of the land whereas Engcobo Local Municipality believes it owns the land.

In fact the section 81 (c) number 3 states that before a municipality takes a decision on any matter directly affecting the area of traditional authority, the council must give the traditional leader of that authority the opportunity to express a view on the matter (Municipal Structures Act, 2000). However as the regulation stipulates elected councillors remain the custodians of the council decisions and operations. The department of Cooperative Governance and Traditional Affairs in the Eastern Cape had allocated all wards with CDWs to assist councillors in the day to day community development efforts and serve as link between local government and other sector departments, within ambits of cooperative governance (Engcobo Local Municipality, 2011)

## **2.6 Private sector**

There is Engcobo Business Forum for emerging and big business which has offices in the local municipality and supported by LED office. Its role is to ensure that local economy of Engcobo grows and local businesses benefit in the LED initiatives of the municipality and other external investments (EXCO minutes, 2014). Local business associations are represented by a rep and the structure is democratically elected in a general meeting for all member associations (Engcobo Business Forum, 2014).

## **2.7 Concluding remarks**

This chapter has briefly outlined the study area's background by providing geographical, socio-economic, political and administrative aspects. It has demonstrated the significant role that has been played by local people towards democratic governance. It has also related historical context to the current political and socio-economic aspects at ELM and has concisely demonstrated how they systematically link in the cooperative governance for ELM.

A brief synopsis of the role of traditional leaders, CDWs and private sector has also been highlighted and indication of these stakeholders as partners in the implementation of small town revitalisation strategy was shown as well. The next chapter is a review of the current literature related to the objectives of this study.

## **CHAPTER THREE**

### **LITERATURE REVIEW**

#### **3.1 Introduction**

The purpose of this chapter is to review empirical studies which had been conducted to explore municipal structures and systems for implementation of small town revitalisation strategy. According to (Maserumule, 2008) as cited by Koma (2012: 54) leadership of a developmental municipality should be dynamic, learn from the best international practices on matters of local government: think globally, but act locally. For this study, it is hoped that reviewed literature will enable the researcher to extrapolate lessons from both Developed and Developing countries. This will guide the researcher to discover alternative institutional arrangements suitable for Engcobo Local Municipality.

Various publications on implementation of urban renewal in relation to the objectives of this study have been explored. In doing so, most literature comes from Public Administration journals which meticulously cover array of subjects in regard to implementation of strategies and urban development. Ideas from well-known experts from scholarly articles and books on Town and Regional Planning and other development related disciplines has also been employed to supplement discussion of literature examination.

In approaching the review in this way, the study has benefitted tremendously from the publications of those leading authorities in Public Administration and Town and Regional Planning that emphasise the significance of institutional capacity in the implementation of development strategies. This perspective engenders interdisciplinary and multidimensional approach for analysis of research findings.

#### **3. 2 International Experience: Developed Countries**

Distinguished Public Administration academics have done scholarly research in United States of America (USA), Britain and Germany, diagnosing institutional structures and systems from different local councils implementing

small town revitalisation strategies commonly referred in USA and Britain as small neighbourhood renewal or urban regeneration.

Lessons on small neighborhood renewal in USA shows that huge amount of resources are invested on research development. This is acknowledged by Xuba (2014: 15-16) when he states that small urban revitalisation strategies have received enormous interest in USA. Reasoning behind this account is that USA seeks to have credible information that would help policy makers, officials and general public in decision making about alternative institutional structures and systems to implement policies.

In the study by Brabant and Baid (2009) titled *The Devil in the Detail*, published in the *Journal of Higher Education Outreach Engagement*; it is shown that United States Federal government puts funding for research and development on individual states to assist local towns in their urban revitalisation efforts. The study further reports that local neighborhood councils ensure that structures and systems have clear roles and constant monitoring of implementation is responsibility of all stakeholders.

Other studies in USA shows that most small town councils which had successfully implemented their revitalisation programs obtain success mainly because of attention given to capacity building of institutional structures. These studies further points out that capacitation of both elected and appointed officials necessitates implementation of urban regeneration process to move efficiently. It appears, therefore, that competences on leadership, management and technical skills determine success of the implementation of the small town revitalisation strategies in USA.

Research findings as presented by Mallach (2010: 16-17) in his paper *Facing The Urban Challenge: The Government and American Older Distressed Cities*, report that the town councils adopted small town revitalisation strategies and institutional structures were capacitated so that they could be able to execute small town revitalisation strategies. In another article, Sullivan et al (2014: 220) also write that success of implementation of small town revitalisation strategies in USA has been due to emphasis on capacitation of local leaders and hiring experienced personnel willing to enable change.

In another study by Paddison (2001: 236) it is revealed that lack of management and technical expertise lead to sectoral and poor implementation of urban renewal. Town council attempted for several occasions to use its limited funds to eradicate small town problems through implementation of urban regeneration projects, nonetheless, such attempts came to halt due to lack of management and proper systems to implement small town revitalisation strategy (Paddison 2001: 236). This experience highlights that even if political leaders could have a vision, the role of management systems and technical capacity remain pivotal for success of the urban renewal strategy.

In another study on institutional analysis in small counties in USA by Wuthnow (2014: 87) demonstrate that where councillors come from a pull of well-educated patriots who have passed modules on Public Administration and with competences on decision making, project management and financial management implementation of urban regeneration become efficient. Another empirical study conducted in USA by De Filippis & Saegert (2013: 367) emphasises that allocating immense budget alone for urban redevelopment does not lead to success of revitalisation programmes rather institutional structures, systems and the role of external stakeholders and community involvement have to be considered.

From the above studies, it is deduced that capacitation of local authorities is crucial towards success of small town revitalisation strategies. Institutional organogram should, therefore, comprise of both leadership, technical, financial and project management experts in order to implement adopted small town revitalisation strategy.

This view on organisational restructuring is validated by Van de Waldt & Knife (2007: 27) when they write that every institution no matter how large or small eventually reaches a point where it must adopt to changing circumstances. A study conducted by American Planning Association (2006: 645) suggests that in every town renewal effort community involvement in the urban renewal strategy should be considered as a way to boost stakeholder's participation.

The reviewed literature on cases studies in USA nonetheless falls short to indicate the role of private sector and community as structural components

significant for success of urban revitalisation strategy. The following studies from Europe, would therefore, capture private-public partnership and community participation. Heurkens (2012: 1) in her paper *Private Sector Led Urban Development Projects, Management, Partnership and Effects in the Netherlands and United Kingdom*; draws attention to the concept private sector led urban redevelopment projects.

Involvement of private sector in the implementation of small town renewal in Netherlands as expressed by Squires & Heurkens (2014:2) was meant to complement institutional capacity problems identified in the local councils which were delaying progress and leading to inefficient urban upgrading. Another study by Corcoran (2006: 399) titled *The Challenge of Urban Regeneration in Deprived European Neighborhoods: A Partnership Approach*; highlights that partnership in urban redevelopment is largely determined by contextual factors such as local and national institutional structures, political structure and relative power of potentially competing actors within urban regeneration system. Partnership as emphasised by Geddes & Benington (2001: 25) builds on a history of site–agency collaboration and the participation of local communities in implementation of urban upgrading strategies.

Geddes & Le Gels (2001: 253) elaborates that the rise of local partnership seems to demonstrate that neither local government, nor civil society or private sector are capable of dealing with complex problem of urban redevelopment with its pressing socio-economic dislocations which cut across boundaries of institutional structures. Across Europe, partnership has been promoted to ensure that urban communities and civil societies take ownership and participate in the implementation of small town regeneration programmes. However Burton (2003: 24) asserts that much as partnership is meant to boost institutional structures, lack of technical skills and allegiance to partisan politics rather than key development strategies limited contribution of local stakeholders.

While studies from developed countries indicate various perspectives and methodologies on structures and systems in the implementation of small town urban renewal, there are common attributes which had been noted; namely:

- ❖ Involvement of different stakeholders namely community and business sector.
- ❖ Clear role of municipal structures and stakeholders.
- ❖ Significance of technical and project management skills.
- ❖ Capacitation of elected and appointed officials.
- ❖ Enough budget allocation.
- ❖ Promotion of effectiveness and efficiency.
- ❖ Leadership at the front.

### **3.2 Less Developed Countries: African Perspectives**

In the Third World countries, empirical studies that examine municipal structures and systems for implementation of small town revitalisation strategies have been explored in Latin America and Asia by many Public Administration scholars. Like many of the development intervention programmes in Africa, the small town urban renewal has experienced several twist and turns during implementation.

Recently, in town management studies, there is a growing interest on urban renewal and institutional capacity in sub-Saharan Africa. This has put the application of the strategy in the context of government structures that implement it under scrutiny. For this academic work, scholarly writings reviewed covers experiences from Nigeria; Cameroon; Burkina Faso; Ghana; Senegal; Zambia; Tanzania; Zimbabwe and South Africa. Gulyani & Connoros (2002: 19) writes that urban renewal projects in Africa were generally highly centralized in the beginning, however decentralization and renewed role of local government made urban revitalisation programmes to generally fall under local authorities for design and implementation.

In Nigeria, there had been institutional problems on implementation of urban renewal in small towns. A research article by Aribigbola, Folami, Adewinle, & Karimu (2013: 213) titled *An Evaluation of Its Effectiveness for Sustainability in Akure*; gives a synopsis of how weakness in local institutional structures led to poor implementation of urban renewal.

Aribigbola et al (2013: 214) write that in Akure there was bleak understanding by local authorities of targets and goals of urban renewal hence

implementation was irregular. In another study in Nigeria; Wapwera & Egbu (2013: 222) write that roles in most urban redevelopment programmes are not clearly defined with poor staffing on works and environment departments allocated to champion implementation of urban upgrading.

In the case of Cameroon, a research report by (IIED 2002: 249) shows that central government and local authorities experienced administrative challenges which affected implementation of small town renewal. This situation was attributed on haphazard structures and systems which consequently led to institutional reformulation and adoption of new institutional urban strategy in 1999. In principle as argued by Gulyani & Connoros (2002: 18), the intention of the strategy was to make clear allocation of responsibilities among various institutional players involved in urban upgrading. IIED (2002: 249) also reports that forums for partnerships between local associations and local authorities were promoted to complement institutional challenges in Cameroon.

Beihler (2006) draws lesson in Burkina Faso in the study titled *Urban renewal and Marginalisation: The Case of Residents in Down town Ouagadougou, Burkina Faso*, assert that local government institutional arrangement were deem incapable to implement urban renewal programmes, therefore, central government kept financial and human resources meant to upgrade small towns under its authority.

In Senegal, similar experiences are noted by Gulyani & Connoros (2002: 19) urban renewal was under Ministry of Urban Planning and Housing. Gulyani & Connoros (2002: 19) further writes that urban renewal often bypassed local government altogether and it was difficulty to build strong local institutional structures for urban renewal programs.

A similar situation prevailed in Zambia and Kenya, where lack of the involvement of the local leaders in design and development of urban renewal strategies has been confirmed by several studies. In the situation of Zambia; the Department of Infrastructure Support Services was responsible for implementation of urban renewal strategies (Gulyani & Connoros 2002: 20). This was despite of existence of local governments.

In Zimbabwe, a study by Chirisa (2012) titled *Epworth in Zimbabwe An Analytic Approach to Inclusivity, Housing and the Stewardship Concept*, demonstrate that implementation of small town renewal in Epworth experienced numerous challenges. Chirisa (2012: 10) write that implementation of a good strategy by local government practioners who lacked leadership skills derailed the program by being bias to ruling Zimbabwe African National Union- Patriotic Front (Zanu- PF) supporters thus loosing focus and objectivity of the program. Chirisa (2012: 14) however reports that when Epworth local authorities found that the strategy was not working they decided to involve local initiatives and non-governmental organisations.

Much as it has been demonstrated that most countries in Africa have had bleak and weak local institutional structures and systems to implement small town revitalisation; a study by Ainuson (2009: 67) provide details on the opportunity and attempts for successful institutional arrangements which has been attempted for instance in Tanzania where the role of local government in the small town revitalisation has enjoyed support from central government.

Gulyani & Connoros (2002: 21) writes that since 1982 Local Government Urban Council was responsible for implementation of small town renewal to local authorities. In order to capacitate local leaders and officials for implementation of urban revitalisation strategies, Ardhi University in Dar es Salaam offers Urban Planning and Management studies for public sector officials in local government.

To bring the discussions home to the South African situation the political reforms is an entry point in the analysis of institutional structures and systems. From outset it is recognised by several scholars in Public Administration that in South Africa, the decision to create wall to wall municipalities and consolidate almost 1100 local authorities that existed in 1993 into 283 municipalities was aimed at ensuring viable local authorities with proper services delivery capacities.

The democratic dispensation introduced numerous policies solely to ensure that the constitutional ideal of prosperous state is achieved. Koma (2012: 56) hints that the period between 1998 and 2000 saw the introduction of a number

of pieces of legislation and policies relating to local government. For example, the Municipal Structures Act of 1998 (Act 117 of 1998) guided the rationalisation of municipal administrations. It was hoped that municipalities would establish structures which would implement policies and strategies for local development.

Nonetheless, recent studies in Public Administration and other disciplines such as economics and development studies indicate that mere existence of good policies has not translated into successful implementation (Franks 2014: 98). A report by COGTA (RSA, 2009: 10) claims that many municipalities are in deep distress and point to:

- ❖ Tensions between the political and administrative interface.
- ❖ Poor ability of many councilors to deal with the demands of local government.
- ❖ Insufficient separation of powers between political parties and municipal councils.
- ❖ Lack of clear separation between legislative and executive.
- ❖ Inadequate accountability measures and support systems and resources for local democracy; and
- ❖ Poor compliance with the legislative and regulatory frameworks for municipalities.

This is worsened by cadre deployment, though not a government policy, it constitutes to institutional deficiencies to implement and manage effectively. A research paper by Wessels (2012) stipulates that institutional incapacity is increased by cadre deployment which is a shadow policy that enables partisan appointment rather than on merit thus enhancing capacity shortages. According to COGTA (2009: 13) the principle of cadre deployment makes officials accountable to political structure rather than to statutory obligations of the municipality municipalities.

Poor track record of quality of councillors with little management or organizational skills (Wessel 2012: 22) also lead to institutional weaknesses. Koma (2014: 51) summarily points out that lack of skills, coordination, funding and understaffing for LED policy implementation invariably exhibit the

institutional capacity deficiencies facing small local municipalities. Municipalities need to be driven by appropriate skilled personnel and be placed in correct positions so as to improve viability (COGTA, 2009).

In contrast to high volumes of publications on urban renewal in Gauteng and Western Cape most provinces such as Limpopo, Mpumalanga and Eastern Cape have few published sources on urban revitalisation (Xuba, 2014: 22). In the case of Eastern Cape where implementation of small town revitalisation urgently requires attention. Peter (2011) in her mini dissertation submitted at University of Fort Hare reveals that lack of skills on urban renewal by both councillors and officials lead to haphazard implementation. One publication by Adata (2011: 7) for Amahlathi Local Municipality reports that partnership between the municipalities and ASPIRE (economic development agency of the Amathole District Municipality) has helped improve implementation of regeneration initiative.

### **3.4 Concluding remarks**

This chapter has reviewed the literature on implementation of small town revitalisation. It has peculiarly focused on experiences related to the role of municipal structures and systems in urban redevelopment programmes. Such lessons have been explored from both developed and developing countries.

Evidence has emerged from literature that even under challenging circumstances the following main attributes can turn things positively towards effective and efficient implementation of small town revitalisation:

- ❖ Significance of clear roles and responsibilities on municipal structures.
- ❖ Involvement of local initiatives and partnership.
- ❖ Development of policies that show how activities should be executed.
- ❖ Benefits of capacitation of public representatives and officials.

The following chapter would provide theoretical foundations that underpins this study.

## CHAPTER FOUR

### CONCEPTUAL AND THEORETICAL FRAMEWORK

#### 4.1 Introduction.

Surveyed literature reveals that there are several theories postulated by numerous scholars in Public Administration which can be employed to analyse capacity of structures and systems of public institutions in regard to implementation of development strategies. The shortcomings of linear positivism science in the quest for rational and systematic way of doing things in the public sector necessitated Public Administration scholars in the modern era to continue searching for alternative models.

In this pursuit, systems theory emerged as one of better explanatory models which helps to explain theoretical basis of institutional arrangements and processes. Van de Waldt & Du Toit (2011: 98) points out that systems approach contributes to public management as a social, normative science by helping to identify facts, principles, and general laws and further develop these empirically in the practical work situation. Conceptual framework in this study would therefore be used as tool to benchmark for inquiry and to extrapolate linkages relating to the issue under examination from relevant literature

This chapter, therefore, seeks to provide explanation on what is systems theory and show relevance in the analysis of role of municipal structures and systems in the implementation of small town revitalisation.

#### 4.2 What is systems theory?

Systems theory is a conceptual framework that refers to several different interlinked components that are related to each other and make an institution. Siswana (2007: 38) connotes that systems theory is based on the fact that a system comprises interrelation and interconnection between subsystems or components in order to reach a particular objective or aim. According to Parker & Doak (2012: 59) a system is a set of things that are interconnected.

Cloete; Wissink and de Coning (1995: 128) define system as a complex structure made up of interconnected parts that are organised to work together.

In environmental science, natural scientists make an example that when people look at the forest they do not look at just trees but the whole forest and see different species of flora, fauna and inter-relationship between and within particular ecosystem. In the context of social science the bigger picture is certainly observed for institutions whether one looks at the family or a formal institution, different attributes that make a particular institution are always observed. Shall (1999:10) as cited by Siswana (2007: 38) notes that in systems analysis, the part is always viewed in relation to the whole.

In respect of the above, Van de Waldt & du Toit (2011: 96) believe that although the constituent parts of a system can be examined individually, a system must be regarded and studied as whole. Henry (1975:151) defines system as an entity in which everything relates to everything else or systems and made up of components that work together for the objectives of the whole.

According to Brown and Lerch (2007: 79) systems theory is helpful to understand how complex things change and for better decision making as to which component of the systems requires attention. In this context, systems analytic framework is about examining different elements and activities that take place in a particular organisation.

#### **4.3 Relevance of systems theory on institutional structures and systems analysis.**

Most scholars commonly agree that the concept institutional capacity is a multi-dimensional concept which refers to both quantitative and qualitative structural and systematic elements of a particular institution. In order to evaluate institutional capacity this study would use systems analysis.

Contemporary studies both in the developed and developing countries indicate that institutional structures and systems especial at local government require drastic reformulation so as to achieve effectiveness and efficiency. This urgency of multi-dimensional and systematic approach to public service in South Africa was emphasised by former President of Republic of South Africa Thabo Mbeki as cited by Thakhathi (2014: 7) when he argued that government, the private sector, labour unions, the rest of civil society and patriotic individuals should act together to do everything possible to use this

opportunity to continue the progress made and address concerns the citizens have, so that objects of the better life for all could be achieved.

In the context of local government, municipalities are complex institutions which requires a comprehensive explanatory tool which could explain how the desirable state can be achieved. Van de Waldt & du Toit (2011: 94) affirm that public institutions are not closed entities but are interlinked with public and therefore mutually influence each other. System theory as has been employed in several successive institutional capacity studies is one model that helps to diagnose institutional structures and systems. This theoretical framework is further significant and relevant in order to drill underlying structural issues, systems and policies that have bearing on how strategies are implemented.

Systems theory would also help explain causes of the problems and in the development of comprehensive solutions on identified problems. Mthethwa (2012: 36) put it in perspective that for the implementation process to be improved, policy implementers must consider a number of factors associated with policy implementation.

Empirical studies which had applied this tool of analysis commonly indicate that implementation of any development strategy is a systematic process which involves different institutional resources such as labour, expertise, funds and technology brought together to achieve a particular purpose. Such structural characteristics have a central position in instrumental perspectives. They specify procedures, methods, responsibilities, rights and duties assigned to various units and positions (Christensen, Laegreid, Roness and Rovik, 2007: 15).

In an institution, the achievement of stated goals by one department leads to success while the shortcoming in another cripples the overall effectiveness of the strategy in the institution. Van de Waldt & du Point (2011: 353) summarily points out that to analyse a public institution as a systems, various departments must be analysed as sub systems of the institution as whole so as to use resources efficiently and economically. Thornhill (2012 : 59-60) notes that systems approach helps to determine whether sufficient funds are available; whether the human resources available have the capacity to

implement the policies required to promote development; whether organisational structures are in place to ensure proper implementation and monitoring of executive actions; whether work procedures have been developed to ascertain whether actions will obtain economic, efficient and effective results; and whether monitoring and evaluation systems as well as control measures have been devised to determine whether policy goals have been achieved as envisage.

This mini-dissertation sees merit in the systems theory for its stance on the relationship of different inputs and the systematic processes which define the institutional capacity. Systems theory, therefore, offers foundations for the analysis of municipal structures and systems which form the institutional capacity of the municipality.

#### **4.4 Genesis of systems theory**

Aristotle postulated that the study of the whole is significant than the sum. Systems theory was developed in natural science for physics in the analyses of the structure of molecules where it was discovered that atoms of a whole join together to form molecule. It was later extended to Political Science and Public Administration as an instrument to understand administration and similar organisations. David Eston and Chester Barnard are the main proponents of this conceptual foundation in the organisational development.

Studies from both developed and developing countries summarily point that success stories of urban renewal had been through strengthening institutional structures and systems. The significance of systems approach during postmodern times is that it is in line with interdisciplinary and holistic approach dominating empirical studies in Public Administration.

Systems thinking as tool to improve structural and systematic arrangement of institutions helps to manage complex problems and quantifies the institutional capacity. Koma (2010: 114) refers to institutional capacity as availability and access of tangible resources such as human, financial, technology and knowledge to implement policies.

In order to achieve successful implementation of the strategy (Van de Waldt & Knipe 2007: 23) posit that human resources, organisational structures and procedures must be integrated. According to Back to Basic document as put by COGTA (2010: 3) much needs to be done to support, educate, and where needed, enforce strategies so as to improve implementation. Thakathi (2014: 8) postulates that it is important that the systems approach or an integrated approach is applied by the government in order to improve governance and administration because once departments work in silos, good governance can be undermined and 'bad' governance could be the order of the day and the life of people could also be severely affected.

In this study an outline of institutional capacity would be traced based on the following questions:

- ❖ What are roles played by municipal structures and systems in the implementation of small town revitalisation?
- ❖ What are institutional challenges experienced during implementation of small town revitalisation strategy?
- ❖ What are the alternative institutional measures that can lead to effective implementation of small town revitalisation strategy?

Van de Waldt & Do Point (2011: 96) ascertain that through the systems approach it is possible to gain insight into three interdependent areas, namely the interaction between the system and the environment, and the processes within the system and the processes through which parts of the environment interact with each other. Fountain (1994) as cited by Kuye (2014: 183) claims that a good assessment must be multi-dimensional in scope and should encompass an effective programmatic approach to disciplinary content.

#### **4.5 Concluding remarks**

The above discussion has attempted to explain the systems theory and provided reasons that it would be used to find solutions for the institutional problems at Engcobo Local Municipality. It has been found that systems theory helps to look at the institutional structures and systems in a multi-dimensional perspective and helps to locate linkages for an integrated and holistic implementation strategy.

Understanding of the conceptual underpinnings of institutional structures and systems enables the search for alternatives to be smooth and easy. It is on this note that systems analysis would be employed in the subsequent chapters to guide the researcher on research tools to use that will provide multiple views and alternative perspectives covered under recommendations in chapter seven. The next chapter thus provide details on research methodology and explains how data was collected and how it was analysed.

## **CHAPTER FIVE**

### **RESEARCH METHODOLOGY**

#### **5.1 Introduction**

The aim of this chapter is to demonstrate and provide synthesis on how the data was collected for this study. All research methods were used to provide answers in relation to research questions and guided by the conceptual framework discussed in the previous chapter.

The focus of this entire research was to assess municipal structures and systems in the implementation of small town revitalisation at Engcobo Local Municipality. Therefore, in order to achieve objectives and answer stated questions it documented experiences and view of councillors; management; traditional leaders and business people on implementation of revitalisation strategy and those findings guided the researcher towards recommendations.

#### **5.2. Research Methods: Qualitative, Quantitative and Desktop**

There are three research methods which are mostly used in social science and these are qualitative, quantitative and desktop research methods.

##### **5.2.1 Quantitative Methods**

Quantitative research methods mainly uses statistical tests to compare variables or test validity of theories and hypothesis. Quantitative research applications therefore uses measures and number to summarise information from large amount of units. However they provide shallow details about research problem (Muijs, 2010: 7).

According to Silverman (2006: 326) quantitative research designs are particularly useful for examining relationships between inputs and outputs in an institution. Information gathered from quantitative research methods is usually reliable and in most cases enables administrators, academics, policy makers and stakeholders applying these research methods to make decision about particular development (Ritchie, Lewis, Nicholls, Ormston, 2013: 34)

However, while these quantitative studies can report the probability that action A will lead to outcome B, they are rarely able to tell about how A was

transformed to B or why an action that proved effective in one work site was effective in another (Silverman, 2006: 327). Quantitative research is a process that is systematic and objective in its ways of using numerical data from only a selected subgroup of a universe to generalise the findings to the universe that is being studied (Creswell, Ebersohn, Eloff, Ivankova, Jansen, Neiuwenhuis, Pietersen, Clark and Westhuizen, 2007:145).

### **5.2.2 Qualitative Methods**

These research methods are inductive in nature and explore problems about situations in detail so as to provide answers on how and why particular issue is in a certain state. Qualitative methods help researchers develop theories and hypothesis about the subject under investigation. Silverman (2006: 326) summarily asserts that qualitative research help to explore issues, processes and explains how outcomes are achieved and also help realisation of new strategies.

From the above reasons, this study like other contemporary studies in the discipline would be framed within phenomenological qualitative or interpretative research design. In the South African context, Auriacombe (2006: 27) acknowledges phenomenology as one research method within qualitative research process. Thai (2011: 28) argues that public administration in general studies how government functions and scrutinises activities of government. Cloete (2006: 44) argues that it is important to conduct evaluation research in Public Administration so as to determine whether government programme is producing intended outcomes.

The use of phenomenology as suggested by Thai (2011: 31) can reveal proposal on how best policies can be executed successfully. Qualitative research distinguishes itself from quantitative research because research is conducted in the natural setting of social actors and focus on process rather than outcome (Babbie & Mouton, 2001: 270). It is anticipated that qualitative method would help trigger answers on institutional structural problems underpinning implementation of small town revitalisation at Engcobo Local Municipality.

### **5.3.3 Desktop Method**

Desktop research refers to secondary data or that which can be collected without fieldwork. It includes published reports and statistics which are certainly important sources for both strategy formulation and implementation. Silverman (2006: 338) states that supplementary data in a research process provides distinctive background knowledge from previous research reports and theoretical literature from array of particular findings. It is for these reasons that Integrated Development Plan, Spatial Development Framework, Policies on Capacity Building, Budget, and Organogram would be reviewed in this study.

### **5.4 Target Population**

Hacker (2013: 14) defines target population as a community from which a sample is to be drawn and to which the results of a research are to apply. King (2010: 2) explains further that population is a group of living things of the same type, living in the same area, usually referred to as inhabitants.

Population by its nature is not homogenous, therefore, there is a need to clearly specify and identify the groups to be studied on the basis of their characteristics. Target population for this reason is defined as the actual people that the researcher hopes to gather information about the research questions and of which the topic under assessment directly affects them.

According to Ritchie, Lewis, Nicholls and Ormston (2013: 134) a sample frame is a set of cases, from which sample will actually be selected should be demarcated in social research. For this instance, forty councillors, five senior managers and five middle managers will be selected to compose the sample frame for the targeted population. The target population is therefore fifty people.

### **5.5 Sampling**

According to Sambumbu (2010: 57) sampling involves decisions about which people, settings and social process to study. Sampling in qualitative research are usually purposive. This means that participants are selected because they are likely to generate useful data for the project (Conchran & Patton 2007: 10).

The main aim in sampling is to select a sample that will be representative of the population that the researcher aims to draw information.

Random sampling as put by Flowerdew & Martin (2013) gives each member of population an equal and non-zero chance of being selected into sample. It therefore elicit more accurate estimators and a higher accuracy is attained at a minimal cost. Another reason for the choice of random sampling is that it is cheaper than using the entire population.

Consideration for maximum representation of the sample will be kept. Emphasis for representative sample is that results will not be bias and therefore, it will be possible to generalise findings to the larger population from which the sample was chosen. For purposes of maximum representation twenty research participants would be selected such as ten councillors, five senior managers and five assistant managers

## **5.6 Research instruments for data collection**

There are three data collection techniques that would be employed in this study namely semi survey questionnaires, semi-structured interviews and observation. The logic behind application of these tools is that they enable the researcher to pose questions to selected participants in search for answers to research questions (Sambumbu, 2012: 52). Application of more than one tool when collecting data is referred to as triangulation (Xuba 2014: 7).

Tiane (2006: 00) elaborates further that triangulation is usage of two or more methods within a particular research to enhance comprehensive data and contextualise interpretations. For this study, it is hoped that triangulation through data from survey questionnaires, semi- structured interviews and observation would help provide details so that the researcher will answer research questions and achieve stated objectives. Open ended questions were asked regarding the municipal structures and systems as well as possible solutions to the problems experienced.

## **5.7 Survey Questionnaires**

According to Hall (2008: 148) questionnaires are the most widely used instrument for data collection in social research. TerraBlanche and Durkheim in

Sambumbu (2012: 255) stipulate that questionnaires usually consist of a number of scales, open ended items for qualitative data responses, as well as other questions. Babbie (2013: 255) share similar inferences when she writes that the researcher has two options either to use open or closed questions. In the case of open questions respondents may be asked to provide his/ her answer to questions and be provided with a space to write while in the case of closed questions, respondents will be asked to select an answer from list provided by researcher (Hall, 2013: 148).

For this study, closed questions were used to gather demographic details whereas open ended questions were employed to get details and insight. There was a covering letter which explained the purpose of the research to prospective respondents as attached as *appendix 3*. Forty questionnaires were distributed to sampled councillors to answer questions that are reflected in *appendix 4*; while ten questionnaires shown in *appendix 5* were distributed and collected from five traditional leaders and five business operators.

### **5.8 Semi structured interviews**

According to Guthrie (2012: 108) interviewing is probably the most common data collection in social science and it is virtually impossible to do a research project without interviews. Patton & Cochran (2002: 14) write that semi – structured interviews are user friendly data collection tools that are used by researchers to gather views about a particular issue. Tayie (2005: 99) states that one of biggest advantage of face to face structured interviews is that there can be a greater use of open questions and the interviewer can provide additional explanation required for respondents to understand questions.

Patton & Cochran (2002: 15) further elaborate that semi-structured interviews should not be confused with clinical interviews or interrogation. For this study, six semi structures interviews were conducted by researcher and interview schedule would be used as guiding. Interview guide has been shown in *appendix 6*. All interviews were held at Engcobo Local Municipality offices and schedule of dates is attached in *appendix 7*.

## **5.9 Observation.**

According to Marshall & Rossman (1989) as cited in Khawulish (2008: 123) observation is the systematic studying of events and behaviour in a social setting chosen for a particular study. The researcher as a councillor and Member of Executive Committee of Engcobo Local Municipality was able to observe institutional structures and systems in the implementation of small town revitalisation.

## **5.10 Data analysis and interpretation.**

### **5.10.1 Statistical package for social science and in-depth analysis.**

Data that was received as was expected was voluminous because of the nature of data that comes from qualitative data collection methods. In order to manage, simplify and get meaning out of data collected the Statistical Package for the Social Science (SPSS) software was used. SPSS like other computer and statistical techniques make complex data simple in a fast form.

SPSS is one of the most comprehensive statistical software used in social science. It helps to summarise data and simplify it through creation of charts and tables. SPSS is user friendly. Data processed through SPSS was analysed, quantified and presented through in pie charts which are useful instruments for graphical displaying quantities of a given variable.

Briki & Green, 2007: 9) suggest that there are three ways to analyse qualitative data such as descriptive, thematic and in-depth analysis. Patton & Cochran (2002: 15) further elaborate that semi-structured interviews should not be confused with clinical interviews or interrogation. According to Couch, Oliver and Thomas (2012: 194) there are key stages in the thematic analyse such as (i) read and annotate scripts, (ii) identify themes (iii) develop coding schemes (iv) code data, (v) make inferences out of the data. For this study, data was analysed and interpreted in two-fold mainly through thematic and in depth analysis. Where applicable pie charts were employed to summarise data and demonstrate trends.

### **5.11. Ethical Considerations.**

Blaxter, Hughes and Tight (2006: 158) write that the conduct of ethically informed social research should be a goal of all social researchers. In conducting this study, the researcher upheld the University of Fort Hare's ethical principles such as universal values of justice, integrity, discipline, kindness, non-injury and concern for the wellbeing of others.

Terre Blanche, Durkheim, & Painter (2011: 67-68) emphasise four philosophical principles such as autonomy which refers to protection of individual and institutional confidentiality; No maleficence a philosophical principle that requires the researcher to ensure that no harm befall research participants direct or indirect consequence of research; Beneficence the principle that obliges the researcher to ensure that the research participants will receive maximum benefits from the research. Justice a complex philosophical principle which requires that researchers treat research participants with fairness and equity during all stages of research.

Upholding these research principles in this study helped build authenticity and advance academic integrity to the researcher. In the execution of this study consent for participation in the research process from research participant was solicited. Before the survey was conducted the letter requesting permission was sent to the municipal manager of Engcobo LM and permission was ultimately granted through a letter as can be seen on *appendix 1* and verbal motivations to carry forward the study were received from Municipal Manager. All distributed questionnaires as well had a covering letter with research topic and guaranteed research participant with maximum confidentiality. Getting the informed consent from those to be interviewed, questioned and observed is critical (Blaxter et al, 2006, 158).

### **5.12 Concluding remarks**

This chapter has elaborated on the methods that were used to collect and analyse data related to the objectives of this mini dissertation. In this study, the data was collected from both fieldwork and desktop; qualitative and quantitative tools were all explained as tools to be used to analyse data.

The use of both qualitative and quantitative research methods in this study is another hallmark which enabled the researcher to blend and balance different research findings into conclusive statement about state of implementation of small town revitalisation at Engcobo Local Municipality. In the next chapter, research findings are presented and analysed.

## **CHAPTER SIX**

### **PRESENTATION AND DISCUSION OF FINDINGS**

#### **6.1 Introduction.**

This chapter presents and discusses research findings received from survey questionnaires; semi-scheduled interviews; systematic observation and Engcobo Local Municipality documents. Data gathered by questionnaires was reduced and summarised through application of SPSS software. The data was then presented in the form of graphic illustrations. The main quantifying tool used were pie charts and they helped enhance analysis processes. In order to categorise responses and build themes for analysis, variables were created from responses derived from questions.

Through application of content analysis, meaning from responses was deduced to shape synthesis for alternative municipal structures and systems which were proposed by research participants.

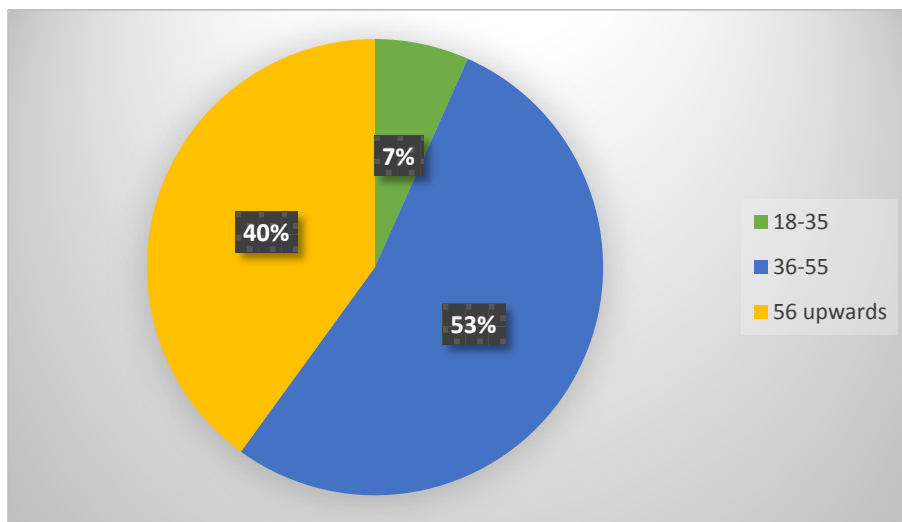
#### **6.2 Demographic data of respondents.**

Demographic details are significant in social research because they help enable the reader to know characteristics of population sampled by the researcher and help synthesise how each category respond to subject under examination. These details are important as well to guide the researcher towards recommendations relevant to particular population. For this study, age structure analysis was considered in the demographic information. This was particularly chosen to see what each age group believed were structural and systematic challenges in the implementation of small town revitalisation strategy.

##### **6.2.1 Age range of sampled councillors.**

Figure 2.1 shows age range of sampled councillors. Fifty three percent of councillors that were sampled belong to 36-55 age group, followed by 40% of those from 56 years upwards. Young councillors made very few (only 7%) of the entire sampled population. This sample composition shows that the majority of councillors were in their middle of their ages and this indicates that such councillors had been in many life experiences.

The low percentage of young councillors nonetheless indicates limitation to the availability of councillors with contemporary expertise and demands mostly associated with young people.



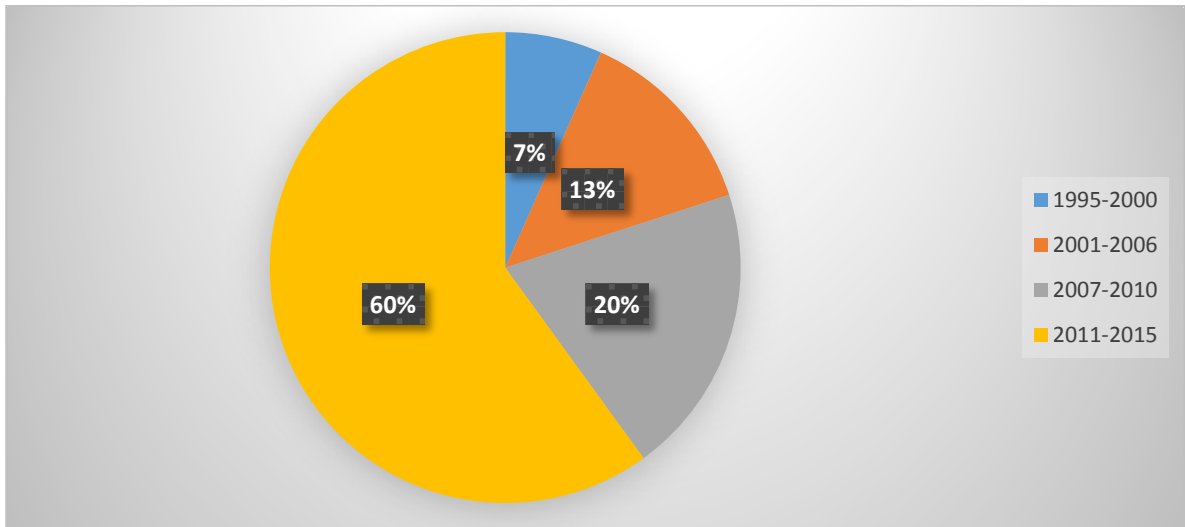
**Figure 2.1: Age range of sampled councillors.**

Source: based on fieldwork analysis.

### **6. 3 Experience of sampled councillors.**

Figure 2.2 demonstrates that the majority of councillors made up of sixty percent of sampled population had joined the municipal council after 2011 elections. It was found that only 7% of selected councillors had been in the institution between 1994 to 2000. This indicates lack of institutional memory important to provide experience on institutional strategies methodologies on implementation of service delivery strategies. Selected councillors unanimously asserted constant change of candidates for councillors was due to politics within the ruling party African National Congress.

One respondent of cause under full confidentiality promised by the researcher ascertained that some experienced councillors were sidelined favour of the inexperienced activists who lobby to become councillors. The constant changes of councillors undervalues the significance of the institutional memory necessary in beefing structures with knowledge and experiences.

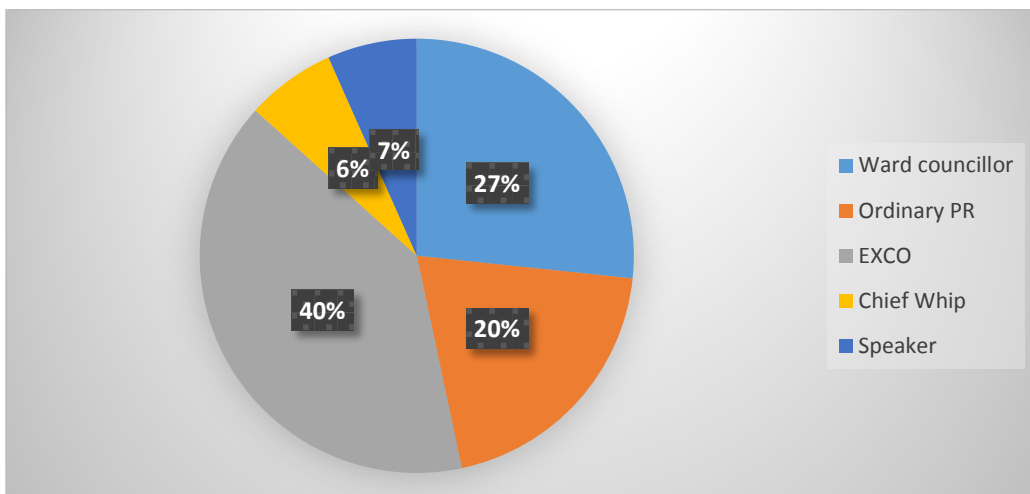


**Figure 2.2 Experience of sampled councillors.**

Source: based on fieldwork analysis.

#### 6.4 Deployment of sampled councillors.

Figure 2.3 shows the percentages of sampled councillors. Forty percent of councillors were members of the executive committee; followed by ward councillors at twenty seven percent; ordinary councillors at twenty percent and lastly by speaker and chief whip.



### Figure 2.3 deployment of sampled councilors.

Source: based on fieldwork analysis.

This composition of sampled councillors is important more especially in that it included all components of the council and dominated by EXCO members; of which can be arguable referred to as the engine of the council for its day to day responsibilities between the council seatings and ensuring constant oversight to the implementation of agreed programs.

### 6.5 Standing committees of sampled councillors.

Sampled councillors were chosen from all standing committees and this was important so that the views collected would reflect the entirety of all standing committees.

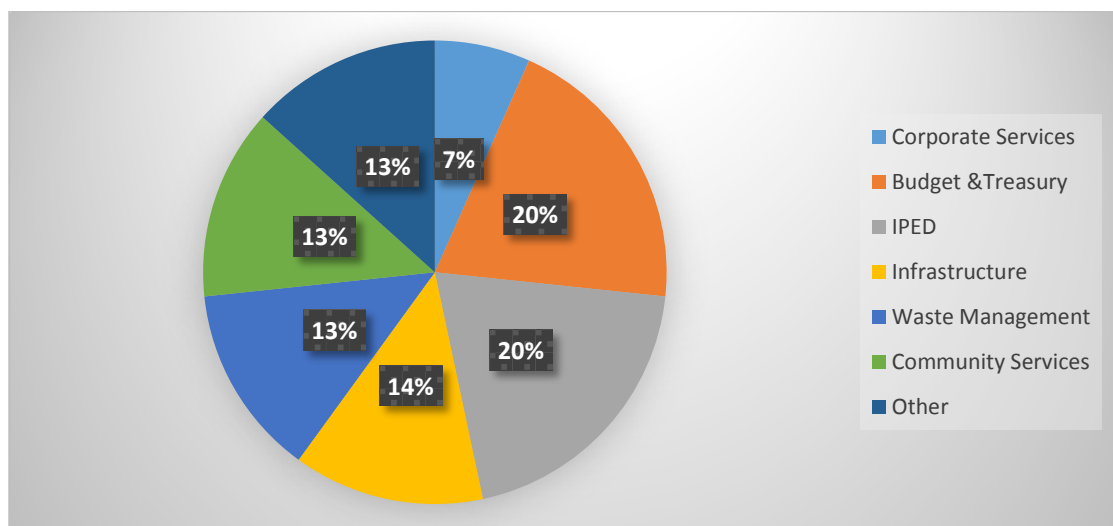


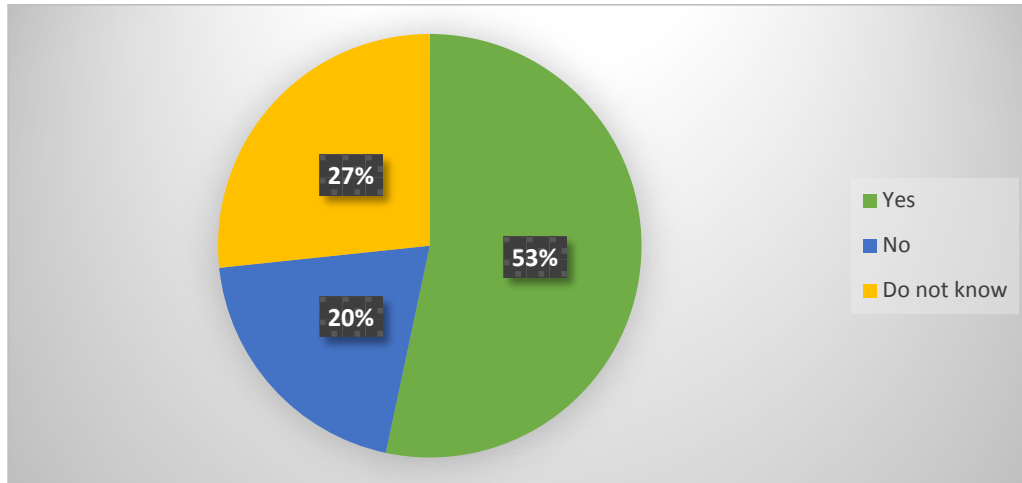
Figure 2.4: Standing committees of sampled councillors.

Source: based on fieldwork analysis.

Forty percent of sampled councillors as shown by figure 2.4 was made up of councillors serving in Budget, Treasury and Operations; and Integrated Planning and Economic Development. Biasness towards these two departments was done mainly because Small Town Revitalisation strategy was championed by IPED department and BTO was selected for its financial support for this program.

## 6.6 Involvement of standing committee in STRS

The above graph in figure 2.5 shows that fifty three percent of sampled councillors said that they were involved in the small town revitalisation strategy processes.



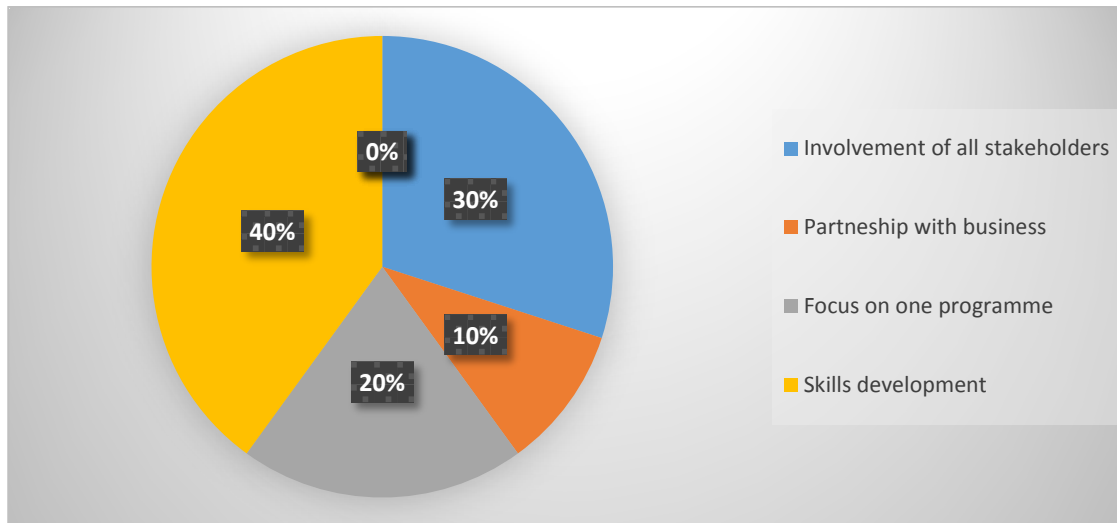
**Figure: 2.5 involvement of sampled councillors in implementation of small town revitalisation strategy.**

Source: based on fieldwork analysis.

Much as councillors who said they were involved were in the majority; the remaining councillors 27% that said that they were not involved and 20% indicated that they were not aware or did not know anything about the small town revitalisation triggers serious questions about institutional capacity. Strategies and all other programmes implemented by the municipality are formulated and adopted by the municipal council. For councillors to be either not involved or not aware of the municipal strategies requires further analysis and implications thereof examined in the future.

## 6.7 Institutional challenges experienced during implementation small town revitalisation.

Figure 2.6 indicate challenges that councillors indicated were experienced during implementation of Small Town Revitalisation Strategy.



**Figure 2.6: Challenges experienced in the implementation of small town strategy.**

Source: based on fieldwork analysis.

The majority of councillors; twenty seven percent, indicated that lack of skills and competence was the main challenge that was experienced in the implementation of small town revitalisation. Such views were in congruence with other councilors who mentioned that small town programmes were handicapped by number of sporadic projects due to poor planning and limited funding.

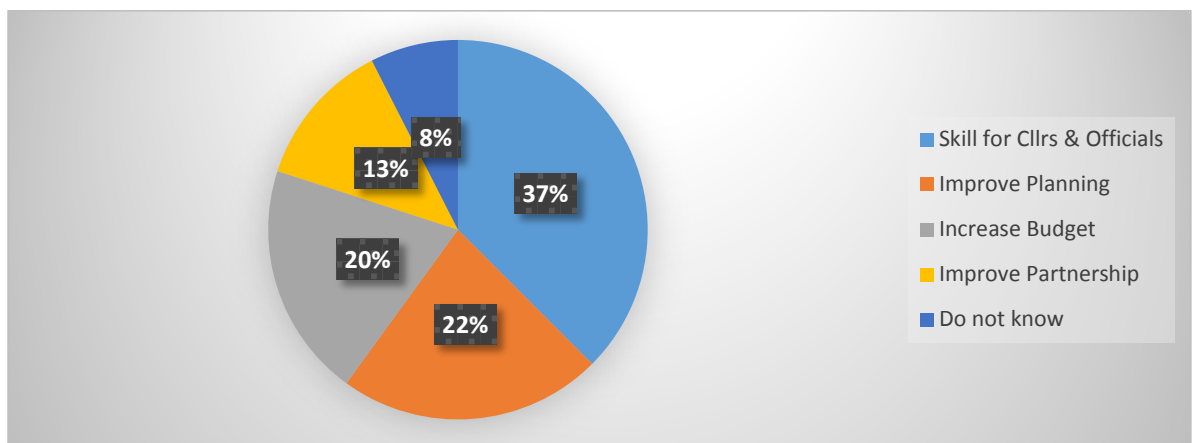
Some councillors also reported that lack of experties in the programme generated tensions between authorities more especially where people had to be removed to elsewhere and lack of partnership with community and local business people was also a hindrance towards the success of the programme.

Councillors stated that lack of proper planning on small town was making it difficult to implement some projects as there were numerous sporadic projects meant for small-town revitalisation which were not equivalent to the available institutional resources. Similar sentiments were shared by 20% of councillors

who replied that focus on many small disintegrated projects were making it difficult to implement and make impact from STRS.

### 6.8 Suggestions proposed by councillors to improve implementation of small town revitalisation strategy.

Figure 2.7 addressed the research objective number three which was to propose alternative institutional measures that can lead to effective implementation of small town revitalisation.



**Figure 2.7: Suggestions to improve implementation of the small town revitalisation strategy.**

Source: based on fieldwork analysis.

Thirty seven percent of councillors suggested that both councillors and officials should be capacitated about the concept small town revitalisation and on implementation measures such as project management and alignment of the small town revitalisation strategy with the available human and financial resources. Some councillors who suggested further indicated that basic knowledge of town and regional planning was also important so as to ensure that the town development programme was not just to solve short term needs instead could lead to sustainable and long standing gains.

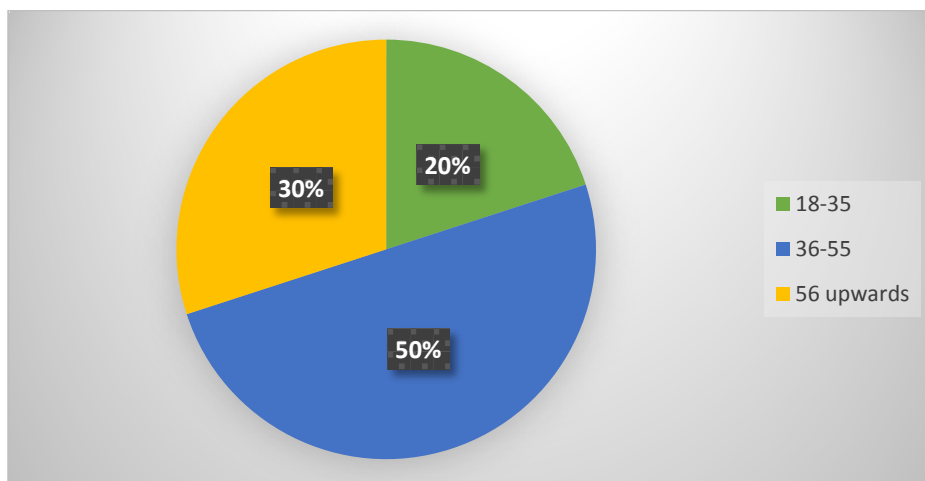
Twenty two percent of councillors stated that the council should revisit its planning phase and methodology for small town development. It was suggested that councillors in the IPED standing committee must ensure that there was a clear implementation plan for the small town and some councillor further indicated that such a plan should indicate what will be done by who

(which municipal structures) and the amount of intangible resources (machinery and budget) should be tabulated. Twenty percent of councillors stated that budget for small town should be increased as the limited amount of money could derail the implementation of the strategy. Thirteen percent of respondents indicated that local municipality should make partnership with local business people so as to ensure that the output of the redevelopment of the town is own by the local people.

## **7. Summary of findings from traditional leaders and business operators.**

### **7.1 Demographic details.**

Fifty percent of sampled traditional leaders and business operators belonged to 36 to 55 years age group. This was followed by 30% mostly traditional leaders and lastly 20% were between 18 to 35 age group composed of mainly young business people with one person being a traditional leader.



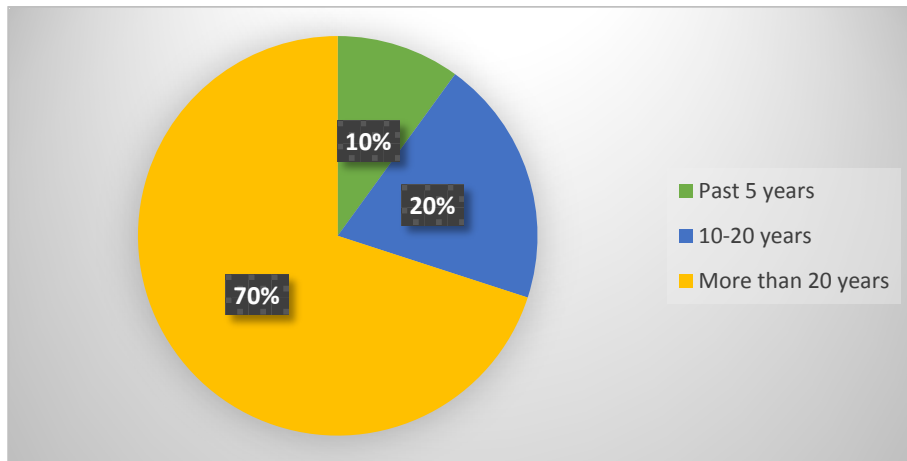
**Figure 3.1: demographic details of sampled traditional leaders and business operators.**

Source: based on fieldwork analysis.

### **7.2 Duration living at Engcobo Local Municipality**

Seventy percent of respondents in this category indicated that they have stayed at Engcobo area for more than twenty years. Some even suggested that Engcobo was their home town therefore it was deduced that these respondents were familiar with the developments that took place in the area.

Twenty percent suggested that they had lived at Engcobo in the years between 10 to 20 years some explained that they had come to Engcobo from neighbouring municipalities such as Sakhisizwe. Few (only 10 %) of respondents claimed to have lived at Engcobo in the past five years and those selected in this category claimed that they had come to Engcobo for business purposes.



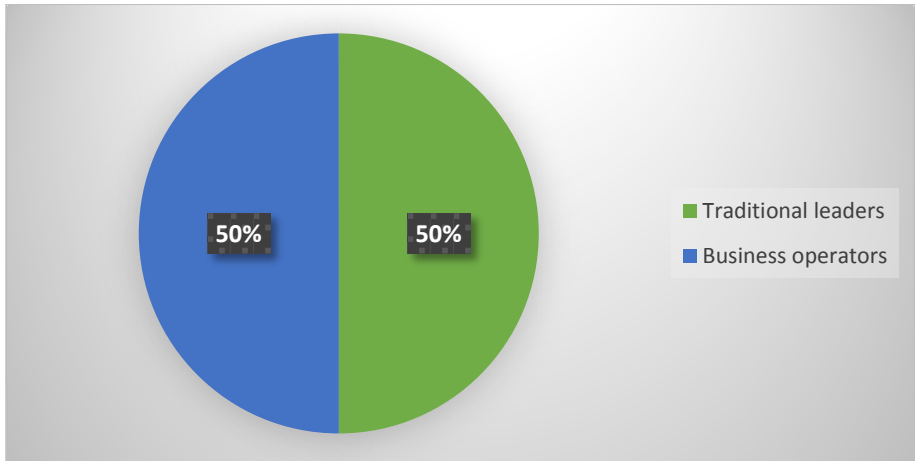
**Figure 3.2: duration living within Engcobo Local Municipality**

Source: based on fieldwork analysis.

### **7.3 Occupational index of sampled stakeholders**

In line with stated target population in the research methodology five traditional leaders were selected and five business people. All traditional leaders selected were participating in the municipal council in accordance with schedule of municipal structures Act. It was decided however in the research methodology that they should be treated as independent stakeholder as their participation in the council was limited by the legislation as they were not decision makers than in their traditional council.

This approach enabled the researcher to received concerning implementation of small town revitalisation from the point of view of traditional leaders who are customary custodians of the people that urban renewal programme seek to benefit. Figure 3.3 demonstrates that fifty percent of respondents from stakeholders came from business operators. They were chosen with the understanding that the success or failure of implementation of the small town revitalisation had bearing on their businesses.

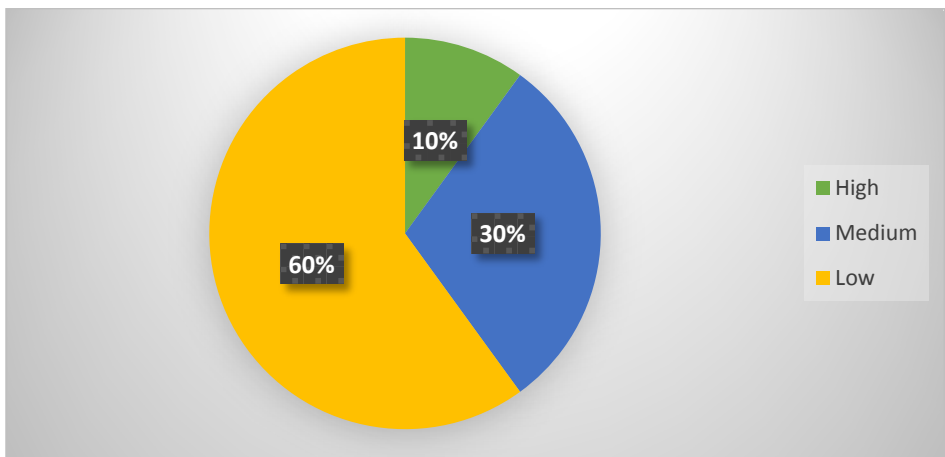


**Figure: 3.3: Occupation figures of sampled traditional leaders and business operators.**

Source: based on fieldwork analysis.

**7.4 Rating of implementation of small town revitalisation strategy by traditional leaders and business operators.**

Sixty percent of traditional leaders and business operators rated the implementation of the small town revitalisation strategy to be low. Thirty percent suggested that the implementation was medium and only 10 % indicated that the implementation was high.

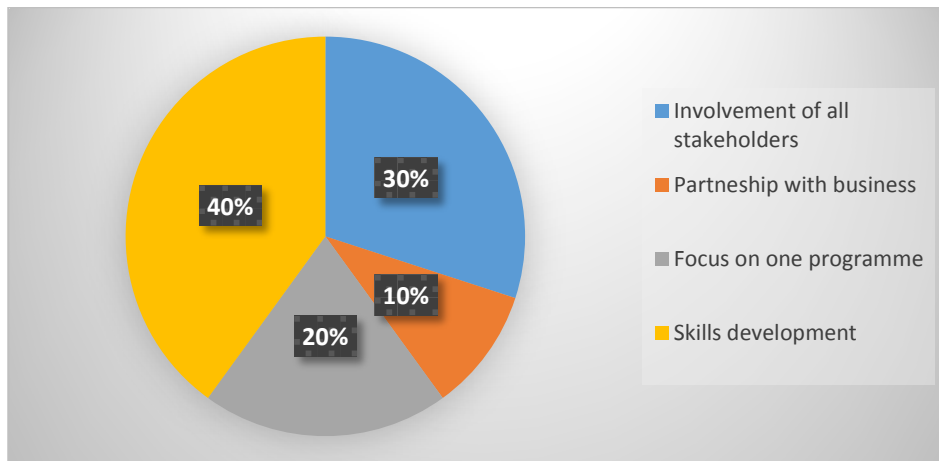


**Figure: 3.4: rating of the implementation of small town revitalisation strategy by traditional leaders and business operators.**

Source: based on fieldwork analysis.

### 7.5 Proposals to improve implementation as put by traditional leaders and business operators.

The majority of traditional leaders and business operators proposed that in order to ensure effective implementation of small town revitalisation there should be capacity building through sending councillors, officials and stakeholders to be involved in small town revitalisation to skills programmes such as project management and project implementation.



### 3.5 Proposals as suggested by traditional leaders and business operators

Source: based on fieldwork analysis.

Some business operators claimed that there seem to be completely no town planning and town management competency at Engcobo Local Municipality. Thirty percent of sampled traditional leaders and business operators asserted that stakeholders should be involved in the implementation of the strategy. Stakeholders involvement was explained by one traditional leader as important to enable residents to welcome removal in their land in cases where rezoning was applicable as one phase of small town revitalisation.

Twenty percent of respondents suggested that in order for the municipality to succeed in the implementation of the urban programme there should be an integrated approach with particular focus in a certain area. Such a strategy in urban renewal is referred to as area based revitalisation and has yielded results in areas such as Western Cape and in some other countries of Europe. Ten percent of respondents in this category indicated that local municipality

should be considered public–private partnership in the implementation of the strategy. Similar views for public and private partnerships had been explained under the literature review particularly for the case study of Netherlands.

## **7.6 Summary of findings from interviews.**

In addition to the questionnaire, structured interviews (*Interview schedule – Appendix 3*) were conducted with the following persons:

The original plan was to interview five senior managers and five assistant managers. These participants were selected based on the logic that management was over and above the engine of the institutional capacity for the implementation of programmes identified and adopted in the municipality's IDP. It was deemed that since managers were directly involved in the implementation of projects they would be able to provide invaluable information in addition to the information gathered from councillors; traditional leaders and business operators.

There were four senior managers that were ultimately interviewed namely: the Municipal Manager; and directors for Corporate Services; Budget, Treasury and Operations; IPED and Infrastructure Development. The director for Community/ Social Needs position was vacant by the time data collection and the person acting in that position was Assistant Manager for IDP and PMS of which this was already selected as one research respondent on the line management category.

The interviews with managers were positive and they all kept appointments of scheduled meetings. Assistant managers that responded were the Assistant Manager Spatial planning and IDP and PMS. The assistant Manager for ITC and two Assistant Managers in the BTO section were always busy during the schedule times to some extent they seem to be not understanding their significant contribution to the issue under investigation.

### **7.6.1 Interview with Municipal Manager.**

The Municipal Manager appreciated the study and alluded from onset that its conclusion and recommendation maybe significant for institutional reference in the processes of small town revitalisation. Municipal Manager as the

accounting officer reported that he was directly involved in the small town revitalisation as he regarded it as one of legacy projects that he would like the council and the people of ELM to remember him for. His role was to ensure that he advises the council to put sufficient budgets for planned small town revitalisation such as the town rezoning and reconstruction of roads, street beautification and removal of people who settle illegal in the municipal land so that future development such as identified Mall development could occur.

Nonetheless, the Municipal Manager highlighted that the process of small town revitalisation implementation was very slow because the council had budgeted only for the small town rely more on the conditional grant of 7 million rand from Chris Hani District Municipality. Much as funding was limited the Municipal Manager suggested that some councillors were not taking town revitalisation as crucial and were mostly bias towards rural areas which in any case as put by him depended on the small town for some services.

Municipal manager proposed that in the future the council should ensure that each standing committee quarterly discusses how within its legislated obligation add value towards small town revitalisation implementation.

#### **7.6.2 Summary from Department Directors.**

The interview with Corporate Services Director was very informative and guided by documentation. It was objective as it would be summarised. Corporate services director alluded that the municipality was trying to capacitate all employees and councilors to their work related skills. In regard to small town revitalisation the institutional department however highlighted that it did not have a specific program to capacitate officials or councilor for small town revitalisation.

Nonetheless it was doing everything to capacitate both councillors and officials to have capacity. The offer limitation for effective implementation of the strategy was reported to be insufficient resources such machinery, financial and human resources. The director further alluded that political interference in implementation activities by some councillors was also a negative phenomenon towards effectiveness of implementation and efficiency in revitalisation projects.

An assistant manager who informed the researcher on condition of anonymity suggested that ELM should consider implement its recruitment policy as outlined where employment of staff should be based on merit rather than factional and egocentric purposes which have no positive effects on service delivery projects. Employed personnel should have capacity to implement small town revitalisation projects and be able to track or monitor such implementation.

The department of IPED which at ELM is responsible for coordinating STRS. The Director concerned was cooperative and willing to assist the researcher. From onset the IPED director indicated that the municipal council was the primary custodian of the small town revitalisation and the IPED department was responsible for the implementation of the program.

In the interview with IPED director it was found that there was a committee made up of two councillors; two directors and one assistant manager for spatial planning and as well as director and councillor from Chris Hani District Municipality. The purpose of this structure was to ensure that the strategy was implemented in line with the adopted plan by the council. Nonetheless, the director revealed that it was difficult to implement the strategy because small town strategy was ambiguous with the council seeking to achieve many goals at the same time. The small town revitalisation strategy indicates that urban renewal should be intensified through reducing congestion in town by upgrading deteriorated road streets.

In the same vein strategy talks to the development of the Mall in the north eastern side of the town so as to relieve the Central Business District of congestion; there is also intention for street beautification or greening of the town and as well as spatial rezoning.

From this interview it was discovered that the Engcobo Local Municipality had realised number of urban pathologies which traps the small town to remain underdeveloped. However in order to and that was making it difficult to a strategic plan which could address all the matters tabulated in the strategy. The role of the committee also had to face the brunt of red tape as their

advices had to be submitted to the standing committee then to the executive committee and then ultimately to the council.

Interviews with Director for Infrastructural Development was expected to provide more details on how small town revitalisation projects were implemented. However, the interview was brief as the Director alluded that STRS was under the IPED department and Infrastructural Development department was involved on projects that were within the seven million rand allocated for STRS.

As the interviews were less formal and the approach for flexibility to ask further questions as explained under research methodology in chapter four has been outlined the researcher then applied that tactic. The researcher therefore asked why projects such as road maintenance in the central business district and on the residential zone within the urban area was not forming part of the STRS. In response to that question the director for Infrastructure Development stated that as managers they were implementing what the council had adopted. This response was not anticipated; as managers have responsibility to advise the council during strategy formulation.

Behn (1996: 121) as cited by Kuye (2014: 121) remarks that “good public managers – like good engineers – have to be both scientists and artists. Effective public managers are both creative and analytical. They can be serious and methodical – but also inventive and spontaneous”. This interview also explained that there were street upgrading by SANRAL but the synergy between local municipality and SANRAL objectives were not clear. Koma (2010: 117) alludes that administrative arm of municipalities cannot afford to be staffed by senior managers who fail to add value and appropriately deliver on their performance objectives. This is unacceptable as it hinders efforts to accelerate service delivery.

### **7. 6.3 Summary of interviews from Assistant Managers for Spatial Planning and IDP and PMS.**

The Assistant Managers referred to above are managers reporting directly to the Heads of Department. They are between strategic and operational level and therefore were chosen because their work roles makes them close to the

implementation or operationalisation of strategies. Assistant Manager for Spatial Planning indicated that it was her third year in the municipality whereas IDP and PMS Manager denoted that it was his tenth year in the institution. Both of these Managers ascertained that they were directly involved in the implementation of small town revitalisation and the Assistant Manager Spatial Planning indicated that the strategy was one of her Key Performance Areas.

These managers reported that there were council structures that were involved in the implementation of the strategy such as EXCO, IPED department and ad hoc committee for implementation of small town revitalisation.

The problems that were identified as leading to ineffective implementation were of STRS by these managers were similar to the ones indicted by senior managers. The Assistant Manager for Spatial Planning emphasised that political inference in the planning and execution was a very disturbing phenomenon in the implementation and insufficient budget.

These assistant managers proposed that politicians should do their work as stipulated in the Municipal Structure Act and give the space and allow managers to implement adopted strategies. Capacity building on project management and civil engineering and as well as financial management were proposed as some of areas that should be considered for future capacity building programmes.

In respect to information from secondary sources, there were two documents that were found mentioning small town renewal strategy namely the IDP and the Budget. This was noted as limitation towards the effective implementation as it was expected that there was the availability of detailed strategy outlining goals, objectives, indicators, inputs and outputs

## **8. Emerging themes from presented findings.**

To recapture the main themes that were discovered in the findings and draw linkages which could lead to recommendations for this study, the research findings were further interpreted to form synthesis which would be in line with research objectives and answer stated questions. Research synthesis is the practice of systematically distilling and integrating data from a variety of

sources in order to draw more reliable conclusions about a given question or topic.

In this study, it was deduced that research findings shows the following themes in respect to the role of municipal structures and systems in the implementation of the small town revitalisation strategy. The following themes had emerged the majority of participants in regard to institutional competence to implement the STRS:

### **8. 1 Lack of involvement of local people.**

Findings shows that the small town revitalisation strategy for Engcobo Local Municipality indicate that its main tenet is to provide socio-economic and infrastructural development to the urban areas of Engcobo. However from its conception the strategy does not reflect on the role of local community in the implementation process. The involvement local people and stakeholders in particular, in the public institution is referred to as input-out relationship that necessitate implementation of identified strategies Van de Walddt & Knipe, (2007: 33). This anomaly is a structural challenges the environment of the institution is a key variable towards it effectiveness. Infect systems theory had shown that the both external and internal factors determine the success of the efficiency of an organisation.

### **8.2 Lack of integration and holistic plan.**

Different views from councillors and management directly involved with implementation of the small town reveal that there is no holistic approach in the implementation of the strategy. Different departments such as Infrastructural Development and IPED seem to be the key role players in driving projects for small town redevelopment. Nonetheless, there seem to be no synergy to address common vision of the Small Town Revitalisation.

Much as innovation from departments is encouraged such should be in line within systematic theoretical foundation which postulates that units or departments within an organisation or institution should work together and complement each other towards realisation of common goals. Van de Walddt &

Du Point (2011: 400) share similar inferences when they argue that functional areas and activities of a public institution should not be viewed as isolated parts of the institution, but as management areas management areas forming the infrastructure of general management of the institution interdependently of, but supplementing each other.

Lack of adequate planning make it difficult to track whether inputs such as financial, human and machinery and activities are in accordance with work plans. This could help avert problems caused by sporadic and haphazard projects and lead to programmes that could yield better results.

### **8.3 Lack of internal control**

It has been discovered that the ELM had adopted by-laws such however there has been a handicap of implementation of bylaws due to poor staffing. Implementation of by laws would help address some of the urban problems such as noise pollution; traffic congestion; and waste disposal in aesthetic environment.

### **8.4 Leadership**

One theme that emerged from the findings was that council structures such as executive committees and standing committees were not providing enough leadership for the implementation of Small Town Revitalisation programme. According to McCourt 2003 as cited by Bynard (2007: 360) lack of political commitment and leadership lead to failure of development strategies.

Van de Waldt & Knipe ( 2007: 133) contends that where councillors are actively involved, the description of the project also known as the project brief , should confirm which committee is accountable for the strategy, the extent of the involvement of councillors , and the limits to the authority of officers to act on their behalf in the management. Nkwana (2012: 155) summarily contends that councillors as political leaders in local government are entrusted with the responsibility of providing a leadership role to municipalities to ensure that services are delivered, effectively, efficiently and economically.

It emerged from the reviewed documents mainly adopted IDP and Budget of 2011/2012 financial year that Small Town Revitalisation was priorities and

budgeted. However, such funds were used for adjustment budget due to non-expenditure. Such trend has proceeded to 2012/2013 financial and it was only in 2013/2014 financial year that funds allocated for Small Town Revitalisation were spent. According to Bynard (2007: 360) affirms that besides the lack of resources, there is also a problem with the management of resources. The over or under expenditure is an indicator of mismanagement. Du Plessis (2013: 32) asserts that it is therefore imperative for municipal councillors and officials to align the allocation and utilisation of scarce resources with actual organisational and service delivery needs so as to avoid unnecessary and wasteful expenditure.

Leadership should be provided to the Small Town Revitalisation programme and common priorities to attain common vision should be part of strategic plan to rollout activities for Small Town Revitalisation. COGTA (2010: 6) contends that changing implementation strategy is not easy and succinctly requires bold leadership and political will. According to ANC Umrhabulo (2015: 127) the ANC as the major ruling party in municipalities in preparing for 2016 Local Government elections it highlights that caliber and quality of councillors deployed to municipalities is one of priorities to be considered to strengthen municipalities.

### **8.5 Insufficient Budget**

It has emerged that funding for Small Town Revitalisation projects has been from Equitable Share as from 2011/2012 financial year. However as has been stated in the preceding paragraph such funds were utilised appropriately. In the 2014/2015 and the current 2015/2016 financial year the Chris Hani District Municipality has committed additional funding to the Small Town Revitalisation and currently ELM has budget of R7 000 000 (seven million rand) for Small Town Revitalisation programme. This amount is not sufficient and the institution has no financial muscle to increase the amount due to limited revenue that is generated.

### **8.6 Political interference in implementation**

It has emerged in the study that the influence of politics more especially interference on the implementation of identified and adopted activities was

leading to in efficiency of the strategy. Cameron (2003: 58) as cited by Thornhill (2012: 65) believes that in order to eliminate political and administrative conflicts a public organisation should have sufficient educated and talented people both in political and administrative offices.

## **9. Summary of proposed activities by respondents**

The key to achieving adequate human settlement particularly to revamp situation of urban decay and other stated problems in chapter one requires implementation of identified goals in the IDP. In order to dealing with challenges indicated above, the following suggestions were made by research participants:

- ❖ Appointment of competent human resources.
- ❖ Capacity building for both councilors and officials.
- ❖ Improve integrated planning for STRS.
- ❖ Increase budget.
- ❖ Leadership should be central in the coordination and implementation of the strategy.
- ❖ Improve partnership.
- ❖ Focal projects.
- ❖ Monitoring and evaluation.

Koma (2014: 44) summarily argues that in order for any implementation programme to be effective, adequate financial, human resources and organisational resources should be allocated aimed at realising broader policy objectives. Mthethwa (2012: 45) suggests similar sentiment when he states that more attention should be given to clear guidelines and implementation plans, strong leadership, multi-sectoral stakeholder involvement, adequate and accessible resources, and effective feedback and monitoring systems which will enhance policy implementation.

## **10. Concluding remarks**

This chapter has presented research findings gathered from councillors, senior management, traditional leaders and business operators. Content analysis was employed to extrapolate meaning and build inferences in regard to the capacity

of ELM to implement the small town revitalisation. The findings in this chapter have helped in the realisation of research objectives and answered research questions that were outlined in chapter one. These research findings can be considered a breakthrough in the presentation of research information small town revitalisation at Engcobo Local Municipality and Eastern Cape in general where small town revitalisation data is presently insufficient...

Therefore, in the next chapter, an outline of recommended steps that should be implemented so as to boost effective implementation of small revitalisation strategy is made. In order to ensure that contemporary literature is available for small town renewal research areas for future consideration are also presented in chapter seven as well as the concluding statement of the study.

## CHAPTER SEVEN

### RECOMMENDATIONS, FUTURE RESEARCH AREAS AND CONCLUSION

#### 7.1 Introduction

Research on the implementation of development strategies is important in order to understand challenges and provide solutions so as to attain objectives of adopted strategy. In the context of this study, implementation of small town revitalisation strategy more especially in the developing countries has experienced numerous twists and turns due to institutional capacity challenges to develop and implement strategies.

For this study; a case of Engcobo Local Municipality was used to examine the role of municipal structures and systems in the implementation of STRS. This study sought to provide structural and systematic alternatives; and that was done through deducing lessons from empirical studies from both developed and developing countries. Systems theory was used to understand conceptual foundations that inform structural and systematic arrangements and themes were extrapolated from research findings in regard to institutional problems and solutions.

For these reasons; the following discussion entails recommendations, future research areas and concluding remarks.

#### 7.2 Recommendations

This study recommends that Engcobo Local Municipality should review its Small Town Revitalisation strategy. This is based on the view that the strategy was not well formulated hence ambiguous and not well articulated. There should be a comprehensive STRS document which outlines how the adopted strategy would be implemented.

- ❖ Councillors and senior officials should ensure that the reviewed strategy has all-inclusive and integrated projects which link with one another. Nkwana (2012: 155) point out that councillors as political leaders in local government are entrusted with the responsibility of providing a leadership role to municipalities to ensure that services are delivered,

effectively, efficiently and economically. Meyer & Cloete (2006: 305) as cited by Koma (2010: 116) indicate that strong, coherent and transformative political and executive leadership is needed to steer implementation process in the right direction to achieve organisational objectives, supported and coordinated by committed administrative support services whose actions do not have contradictory results on service delivery.

- ❖ According to Albert Einstein as quoted by COGTA (2009:6) “we cannot solve today’s problem with the same level of thinking that created problems in the first place”. Municipal councillors and officials at Engcobo Local Municipality should therefore be capacitated on the implementation processes. This is important so as to ensure that adopted programme is budgeted for and reflected in the SDBIP.
- ❖ Capacitation of councillors and senior managers about basic town planning and town management concepts is necessary as well. This can help to ensure that implemented projects have long-term positive effect to the sustainability of the revitalisation program. Nkwana (2012:158) believes that the roles and functions of councilors require specific skills, knowledge and competencies. As councillors in local government are elected and not appointed, capacity building initiatives such as leadership development programmes provide an avenue to ensure that councillors build their leadership capacity.
- ❖ One handicap that has been discovered was that some projects meant for Small Town Revitalisation were at a snail pace and were not related to each other. The council should consider to employ competent Project Manager. Van de Waldt & Knipe (2007: 186) argue that project managers are important to guide the institution towards achieving their institutional objectives.
- ❖ During the planning phase councillors and senior managers should ensure that projects adopted in the STRS are in accordance with available human, financial and machinery resources. This is important so that the institution does not create impression of ambiguous strategy while there are no resources for implementation.

- ❖ It is emphasised that the council at this stage should consider to set goals and objectives that talk to urban revitalisation and this must be done through outlining long term and short term goals so as to ensure effective implementation.
- ❖ All standing committee must have regular item on update on STRS particular for the role that their standing committee plays in the implementation of the programme. This is validated by argument by (Van de Waladt & Knipe 2007: 133) when they suggest that the role of councilors in local government is through committees and therefore project managers have to report to committees as members prescribe.
- ❖ There should be constant monitoring and evaluation of the implementation by STRS by the Steering Committee and monthly reports should be submitted to the EXCO.
- ❖ External stakeholders such as traditional leaders and business operators must be involved in the implementation of the strategy through involvement in the steering committee. The role of traditional leaders is instrumental in the land disputes and could assist during rezoning measures.
- ❖ Partnership with business sector in some identified projects of the strategy could help reduce pressure in the municipality and can fast track the implementation process. Du Plessis (2013: 72) believes that private sector often make use of more revolutionary methods and technology. In this regard Koma (2012: 57) contents that it is important for all municipalities to actively develop mechanisms to ensure resources and investment initiatives from both public and private sectors in order to meet their development targets.
- ❖ Partnership with business sector in Small Town Revitalisation Strategy projects could therefore improve implementation, as well as increase effectiveness of the strategy.
- ❖ The role of other spheres of governance should be articulated and both national and provincial governments must be lobbied to provide both technical support and financial resources.
- ❖ Involvement of local people to enhance cooperation and ownership.

- ❖ The municipality should benchmark revitalisation program with other municipalities in similar conditions.
- ❖ There must be allocation of clear and specific roles and responsibilities to various departments involved. Implementation framework must be developed with understandable guidelines which should indicate who does what, when and how and amount of resources to be utilised. This system of planning is referred to as strategic approach.  
According to Forbes (2001) strategic process puts it clear who do what, targets, indicators, timeframes and budget. Van de Waldt & Du Toit (2011: 401) ascertain that by looking at the respective government institutions and their activities from a systems perspective, public managers can orient themselves in terms of government as a whole and determine their unique contribution to it.
- ❖ In order to ensure that all municipal departments contribute in the implementation of the revitalisation strategy, it is further recommended that key performance area for small town revitalisation should be added to senior manager's performance contracts.
- ❖ There should be constant monitoring and evaluation of the implementation of the suggested reviewed small town revitalisation strategy. In order to track progress in the implementation performance indicators should be concrete so that the work in progress can be measurable.

### **7.3 Future research areas**

This research contributes to the vast array of activities by institutional structures and systems in the implementation of small town revitalisation. It has therefore not covered all aspects; and in the process there are some research areas that it proposes to be considered in the future studies. These areas include:

- ❖ Studies on the urban renewal programmes in the Eastern Cape. This is suggested because of limited available literature. Investigation of appropriate Public- Private Partnership model on implementation of Small Town Revitalisation for Local Municipalities in the Eastern Cape.
- ❖ Investigation of town management strategies for the small rural towns.

- ❖ Measures that can be done to keep data at Engcobo Local Municipality.
- ❖ A detailed study on the impact of implementation of small town revitalisation.
- ❖ Similar study that could look for institutional capacity of the municipality to implement IDP programmes.
- ❖ A study on the suitable model for Public and Private Partnership in the implementation of Small Town Revitalisation Strategy.
- ❖ Lastly, this study proposes that evaluation of impact of capacity building programmes at Engcobo Local Municipality should be conducted.

### **7.3 Conclusion**

The main purpose of this study was to assess municipal structures and systems in the implementation of small town revitalisation strategy of Engcobo Local Municipality in Eastern Cape. It commenced by providing background of the study in chapter one where it has been shown that recent studies in various academic disciplines such as Political Science; Urban and Regional Planning and Public Administration have renewed interest on how municipal structures and systems influence implementation of development interventions strategies.

From the foregoing, this study reviewed small town revitalisation strategy implementation from Public Administration perspective. In doing so, it has brought to attention the fact that Engcobo Local Municipality had adopted small town revitalisation in order to redress urban problems such as traffic congestion, urban sprawl and overcrowding however there has been no clear implementation strategy.

This research, therefore, has demonstrated significance of assessment of municipal structures and systems in the implementation of small town revitalisation strategy so as to propose alternative measures which could be employed to improve the situation. In this note the research evolved guided by three objectives namely:

- ❖ To assess role played by municipal structures and systems in the implementation of small town revitalisation.

- ❖ To identify institutional challenges experienced during implementation of small town revitalisation strategy and
- ❖ To propose alternative institutional measures that can lead to effective implementation of small town revitalisation.

A briefly account for the study area's background was done by providing geographical, socio-economic, political and administrative aspects. Synopsis on stakeholders as partners in the implementation of small town revitalisation strategy was shown as well.

Lessons from recent literature from developed countries such as United States of America and Netherlands was employed and it emerged that effectiveness of implementation of small urban renewal programmes in these countries was as a result of emphasis on capacitation of public representatives and officials. Small town renewal experiences from studies from several African countries in sub-sahara such as Nigeria; Cameroon; Burkina Faso; Ghana; Senegal; Zambia; Tanzania; Zimbabwe and South Africa we explored. It emerged from these studies that the role of municipal structures should be clearly defined and implementation strategy should indicate who does what; how; and when for the strategy to be implemented effectively.

Systems theory was employed as guiding theoretical framework and this helped to considered various inputs which impact on the implementation of small town revitalisation. One thing which can be emphasised at this point is that systems theory enabled a comprehensive and holistic approach to answer stated questions in chapter one.

In this study, the data was collected from both fieldwork and desktop; qualitative and quantitative tools were all explained as tools to be used to analyse data. research findings gathered from councillors, senior management, traditional leaders and business operators have indicated the role of structures and systems is crucial and also the participation of external factors such as community development workers, traditional leaders, business sector .

From the findings it has been discovered that Engcobo Local Municipality has an overarching responsibility to implement adopted Small Town Revitalisation

Strategy. In expedition of this responsibility, it has been learned that ELM should review its strategy and the role of municipal council structures in the implementation process should be clearly articulated and partnership with external stakeholders such as traditional leaders and business community should be encouraged for efficient implementation of the small town revitalisation strategy.

To achieve the ideals encapsulated in the National Development Plan 2030 vision of South Africa and in the Urban Development Framework, the lessons learnt from this study need to stimulate similar research in other local municipalities of the Eastern Cape Province.

The study has therefore emphasised multi-dimensional, comprehensive and integrated approach during implementation. Social researchers particularly Public Administration scholars would certainly benefit from the systematic approach employed. Continuous research on strategies for urban renewal and institutional analysis had been suggested as some of the yardsticks towards effective implementation of STRS. This study, thus, ends on the note that municipal structures and systems have pivotal role towards the efficient implementation of small town revitalisation strategy.

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## APPENDICES

### APPENDIX 1: LETTER REQUESTING PERMISSION

P O BOX 10

CLARKEBURY

5024

08 August 2015

The Municipal Manager

P. O. BOX 24

Engcobo

Dears Sir

I, the undersigned Zibele Xuba am registered student at University of Fort Hare. I am currently pursuing a research titled **An Assessment of Municipal infrastructures and Systems and their implications on the Small Town Revitalisation Strategy, Engcobo Local Municipality, Eastern Cape**. This is meant for partial fulfilment of Master of Public Administration degree.

I kindly request you to assist me with information pertaining to small Town Revitalisation implementation and allow me to conduct interviews and distribute questionnaires to councillors and managers. Information provided will be strictly used for academic purposes and cooperation will be kept by maximum confidentiality.

For any queries or further clarification I can be contacted at 078 405 8462, zsxuba@gmail.com or my warm heartedly supervisor Professor D. R. Thakhathi at 040 639 2445 or 079 516 5999

Thank you in anticipation of your positive response.

Yours faithfully

Mr Z. Xuba Student number **2013173340**

### **APPENDIX 3: LETTER OF INTRODUCTION**

June, 2015

#### **TO WHO IT MAY CONCERN**

I, the undersigned Zibele Xuba am registered student at University of Fort Hare. I am currently pursuing a research titled **An Assessment of Municipal Infrastructures and Systems and their implications on the Small Town Revitalisation Strategy of Engcobo Local Municipality, Eastern Cape**. This is meant for partial fulfilment of Master of Public Administration degree.

I kindly request you to assist me with information pertaining to small Town Revitalisation implementation. Information provided will be strictly used for academic purposes and your cooperation will be kept by maximum confidentiality.

For any queries or further clarification I can be contacted at 078 405 8462, zsxuba@gmail.com or my warm heartedly supervisor Professor D. R. Thakhathi at 040 639 2445 or 079 516 5999

Thank you in anticipation of your positive response.

Yours faithfully

Z Xuba

Student number **2013173340**

**APPENDIX 4 RESEARCH QUESTIONNAIRE**

**AN ASSESSMENT OF MUNICIPAL INFRASTRUCTURE AND SYSTEMS  
AND THEIR IMPLICATIONS ON THE SMALL TOWN REVITALISATION OF  
ENGCOBO LOCAL MUNICIPALITY, EASTERN CAPE.**

**ADDRESSED TO MUNICIPAL COUNCILLORS**

**INSTRUCTION: Please answer the following questions as briefly as possible**

1. How old are you?

18- 35 [ ]

36-55 [ ]

56 upwards [ ]

2. When did you join the Engcobo Local Municipality?

Before 1994 [ ]

1994 [ ] - 2000 [ ]

2000 ] - 2014 [ ]

3. Which role are you currently serving?

Ward councilor [ ]

Ordinary Proportional Representative Councilor [ ]

Member of Executive committee [ ]

Other specify.....

4. In which standing committee or department are you serving?

Corporate Services [ ]

Budget and Treasury [ ]

Infrastructure [ ]

Integrated Planning and Economic Development [ ]

Waste Management [ ]

5. Is your standing committee or department involved in small town revitalisation?

Yes [ ]

No [ ]

6. If yes explain how

.....  
.....  
.....  
.....

7. If no could you please provide reasons

.....  
.....  
.....  
.....  
.....

8. What are the institutional structures or committees responsible for small town revitalisation implementation?

.....  
.....  
.....  
.....  
.....

9. Can you explain what these structures do in regard to the implementation of small town revitalisation strategy?

.....  
.....  
.....  
.....  
.....

10. Where can you rate the implementation of small town revitalisation strategy on this local municipality?

Low [ ]

Medium [ ]

High [ ]

11. Can you explain the reasons for your rating in number 10?

.....  
.....  
.....  
.....

12. What are the challenges do you think are experienced for the implementation of small town strategy?

.....  
.....  
.....  
.....  
.....

13. What can be done to solve the problems that you have highlighted above?

.....  
.....  
.....  
.....

14. Any other views or suggestion?

.....  
.....  
.....  
.....  
.....

***Thank you very much for your time and patience!***



6. If no could you provide reasons

.....  
.....  
.....  
.....

7. Where can you rate the implementation of small town revitalisation at Engcobo?

Low [ ]

Medium [ ]

High [ ]

8. What do you think can be done to improve implementation of small town revitalisation strategy?.....

.....  
.....  
.....  
.....  
.....

9. Any other views or suggestion towards improving the implementation of small town revitalisation by Engcobo Local Municipality?

.....  
.....  
.....  
.....  
.....

***Thank you very much for your time and patience!***

## **APPENDIX 6\_INTERVIEW SCHEDULE**

### **INTERVIEW SCHEDULE ON AN ASSESSMENT OF MUNICIPAL INFRASTRUCTURE AND SYSTEMS AND THEIR IMPLICATIONS ON THE SMALL TOWN REVITALISATION OF ENGCOBO LOCAL MUNICIPALITY, EASTERN CAPE.**

**Hint:** this schedule was used in a user friendly manner to guide the researcher on key questions he should ask during the interviews. Flexibility on rephrasing questions was upheld at all the time

**Instruction:** the researcher all the time should ensure that he is punctual in terms of time and prior arranged venue. Proceedings could either take place in English or IsiXhosa depending on the comfort of the interviewee.

1. Greetings
2. What is your place of origin?
3. What is your current occupation?
4. Are you involved in the implementation of small town revitalisation strategy?
5. What structures are involved in the implementation of small town revitalisation in this municipality
6. What problems are experienced during the implementation
7. What do you think can be done to ensure that small town revitalisation is implemented effectively
8. Any other views or comments in regard to the institutional capacity of small town strategy of Engcobo Local Municipality?

***Thank you very much for your time and patience!***

## **APPENDIX 7 DATES OF INTERVIEWS**

This mini-dissertation used a small number of interviews. In line with stipulated research objectives and guided by interviewee schedule in appendix, interviews were held with the following research participants on the mentioned date.

Municipal Manager on the 23 / 08/2015

Director Corporate Services 24/08/2015

Director IPED 25/08/2015

Chief Financial Officer 26/08/2015

Infrastructure Development 26/08/2015

Assistant Manager Spatial Planning 28/08/2015

Assistant Manager IDP and PMS 28/08/2015

# CHAPTER ONE

## INTRODUCTION AND PROBLEM ORIENTATION

### 1. Introduction

This study is an attempt to assess municipal structures and systems of Engcobo Local Municipality in the implementation of small town revitalisation strategy. Van de Waldt & Knipe (2007: 82) define implementation as the process in which all planned actions are executed. This research has intentions to offer contributions on current academic literature and scientific work on municipal institutional framework which can lead to efficient implementation of small town revitalisation.

It will achieve its objectives through analysing a wide range of institutional structures and systems anticipated during implementation of the strategy. Such examination will unleash lessons on institutional processes of small town revitalisation as well as propose institutional framework which can lead to effective implementation of the strategy. This piece of academic work will also add to limited literature that outlines role of municipal structures and systems in the implementation of small town revitalisation strategies, particularly in rural towns where implementation of small town revitalisation is urgently required.

This study sets its orientation from preceding research contributions such as studies by Taylor (1999: 147) which evaluated effectiveness of government urban policy and improvement of urban regeneration. It also traces its research interest from a recent research paper titled *Evaluation of Urban Renewal Strategy: A Case Study of Ngcobo Municipality, Eastern Cape* submitted at Walter Sisulu University by Xuba (2014) which explored alternative spatial development strategies.

From onset, it is indicated that, the previous paper by Xuba (2014: 68) fell short to assess institutional capacity of small town revitalisation strategy. This mini-dissertation would add on the baseline research for urban renewal and will certainly provide detailed analysis on the municipal institutional structures, systems and processes ideal for successful implementation of small town revitalisation strategy.

In South Africa, since 1994 political watershed; democratic government ushered several drastic policy changes (Franks, 2014: 48; Cloete, 1995:29) and that inherently changed government operations (Van der Waldt & Knipe, 2007:107). This heralded new political and administrative structures and systems regarding implementation of development strategies (Kuye et al, 2002: v). Booyesen (2001: 125) contends that changes included the transformation of governance and management processes and a redirection of the substantive priorities and goals of new policies. Nevertheless, Van de Waldt & Knipe (2007: 157) cautions that lack of institutional capacity such as lack of project management capacities fail urban renewal.

Assessment of institutional capacity of small town revitalisation strategy is, therefore, important so as to address challenges that hinder efficient implementation. Briner & Geddes (2001: 282) argue that for any institution to operate effectively, it must have necessary institutional resources in which structures and systems can lead to effective implementation of strategies. A study for assessment of institutional capacity in Public Administration, therefore, occupies significant role as it provides backdrop for alternative institutional measures to implement strategies.

This piece of academic work, therefore, unfold guided by research objectives; questions and rational for this study. Current literature strands from both Developed and Developing countries have been examined so as to provide lessons that can be adapted by Engcobo Local Municipality for its municipal structures and systems for implementation of small town revitalisation. A brief reflection on conceptual and theoretical foundations underpinning this study has been reviewed. Qualitative research methods were used to collect and analyse data. Finally; presentation of recommendations, future research areas and conclusion are done in chapter seven.

## **1.2 Background and context**

Pacione (2006: 617) writes that the challenges of creating adequate urban settlements has occupied philosophers, architects, urban planners and public administrators for centuries. In the context of empirical research on urban renewal Tacoli (2006: 155) maintains that small town redevelopment has

attracted attention of policy makers, planners and academics. According to Xuba (2014: 1) diverse academic disciplines such as Economics, Sociology, Geography, Architecture, Development, Political Science and Public Administration have written about urban renewal. The common inclination from scholars in these diverse disciplines has been to discover solutions for urban problems and prognosticate on future urban developments which remains a powerful element in urban management.

Public Administration scholars such as Rydin (2012: 25) argues that critical to implementation of any urban redevelopment strategy, analysis of institutional capacity is significant because it determines strengths and weaknesses that should be expected during implementation process. Briner & Geddes (2001: 11) write that many failures are caused by inadequate leadership and management especially insufficient technical and project management competencies. Weak institutional structures in local municipalities is an obstacle to implement and manage strategies. This situation is worsened by high rate of urbanisation which creates challenges for municipalities (McGill, 1996: 11).

In Latin America and Asia especially on countries in South East Asia, commonly referred to as East Asian Tigers; such as South Korea, Singapore, Myanmar and Vietnam, the process of urban redevelopment has not been problematic as compared to Africa (Keiner, Zegra, Schmid and Salemeron, 2013: 6). Pacetti, Passerini, and Brebba, 2012: 190) argue that efficient implementation of urban revitalisation strategies both in Latin America and South East Asia is attributed to institutional arrangements which promoted skilling of policy-makers and managers. Involvement of private sector and local communities also enabled success of urban renewal strategies in South East Asia.

In Africa implementation of urban renewal has been inefficient due to political and personal interests which lead to weak institutional structures and systems which then fail to execute plans (Herbst & Mills, 2010: 53). According to a research report of UN-Habitat (2012: 90) in Kenya, Uganda, Botswana, Tanzania and Ethiopia implementation of urban redevelopment for small towns

has been a bewildering task. This situation has been experienced throughout sub-Saharan Africa where institutional structures and systems were designed to manage urban areas to benefit colonists.

Independent African states had to change town management plans to be in line with liberation ideals. In South Africa where separate government policies were enacted by law (Acheampong, 2011: 11); municipal structures, systems and policies were meant to entrench White hegemony. This brewed institutional capacity crisis as most activists and people interested in developing their communities were prohibited and denied opportunities to occupy senior municipal positions. Booyesen (2001: 130) illustrates that policy implementation in South Africa has been thwarted by state capacity structurally and in terms of skills as well as mismanagement.

The 1998 White Paper on local government in accordance with Constitution of Republic of South Africa asserts that local government has an overarching responsibility to develop communities. Chapter 7 Section 152(1) of Constitution of South Africa states that local government amongst its objectives has to ensure provision of services to communities in a suitable manner as well as promote social and economic development. Schedule 51 of Municipal Systems Act 32 of 2000 advocates that municipalities must establish and organise its administration in a manner that would enable political office bearers, managers and staff members to align their roles and responsibilities within objectives set out in the Municipal Systems Act of 2000.

Municipalities as affirmed by Van de Waldt & Knipe (2007:113) have a major role to play in management of development projects and programmes. In relation to small towns, municipalities in their IDPs had to adopt Urban Renewal Program after it was announced by President Thabo Mbeki in February 2001 during the State of the Nation Address (Bank & Makhubalo, 2005: 2). In 2014, government of South Africa published Urban Development Framework essentially to promote comprehensive development of urban areas in the country. In response to these policy statements, local municipalities had initiated various strategies to revitalise their urban settlements throughout the country. The situation of small towns in Eastern Cape, nonetheless, remains

bleak due to lack of institutional capacities to execute programmes (Xuba, 2014: 4). It is on this note that this study proposes to assess municipal structures and systems for implementation of small town revitalisation strategy for Engcobo Local Municipality.

### **1.3 Statement of Problem**

In the Eastern Cape context, small towns as catalyst to rural development are of late receiving attention from government, donors, investors and academics in terms of policies, financial considerations and research. Local municipalities in the province have a serious challenge in transforming the appalling conditions in small towns. This situation is severe; particularly in former Transkei, where urban pathologies such as urban decay, congestion, unemployment, and poverty remain prevalent despite of existence of small town revitalisation strategies.

Brynard (2007: 357) and Franks (2014: 35) acknowledge that existence of good strategies does not automatically result in a successful implementation as problems often lies in the implementation thereof. Failure of small town revitalisation programme is therefore attributed to inadequate institutional structures and systems available to implement the strategy.

At Engcobo Local Municipality, the small town revitalisation strategy was adopted by the council in 2011, however there has been no effective implementation of the strategy as the execution of the programme has been at snail pace and some projects remain abandoned. The role of private sector and residents is also not clearly articulated, hence there has been resistance by hawkers to relocate during rezoning and urban infrastructural upgrading. Much as Engcobo Local Municipality is the focal area of this research, it is anticipated that recommendations from this study could be extended to municipalities of small towns in similar situations.

From the above, the following problems need to be addressed:

- ❖ Role played by municipal structures and systems in the implementation of small town revitalisation.

- ❖ Institutional challenges experienced during implementation of small town revitalisation strategy.
- ❖ Recommendations that will relate to findings are crucial.

#### **1.4 Purpose of the study**

The main purpose of this study is to assess municipal structures and systems in the implementation of small town revitalisation strategy of Engcobo Local Municipality. In order to achieve its main purpose, the following specific objectives were devised:

#### **1.5 Research objectives**

- ❖ To assess role played by municipal structures and systems in the implementation of small town revitalisation.
- ❖ To identify institutional challenges experienced during implementation of small town revitalisation strategy.
- ❖ To propose alternative institutional measures that can lead to effective implementation of small town revitalisation.

#### **1.6 Research questions**

- ❖ What are roles played by municipal structures and systems in the implementation of small town revitalisation?
- ❖ What are institutional challenges experienced during implementation of small town revitalisation strategy?
- ❖ What are the alternative institutional measures that can lead to effective implementation of small town revitalisation strategy?

#### **1.7 Significance of the Study**

The post-1994 era under ANC administration has witnessed introduction of more state policies and plans which are aimed at creating a more balanced and integrated society (Acheampong, 2011: 3). Just within early years after the democratic watershed several scholars were concerned about effectiveness of

policies and strategies mean to improve conditions in the small towns of South Africa. For this reason, several researchers have been conducted on revitalisation of small towns, nevertheless, such studies focus more on spatial attributes and socio-economic prospects of small towns, with little attention on institutional structures and systems.

There is currently no single research that examines institutional capacity of small town revitalisation strategy in the Eastern Cape in relation to the chosen objectives of this study, prudently selected from evaluations of the pertinent literature and from direct involvement in municipal processes. Du Plessis (2013: 45) highlights that in order for municipalities to achieve their pre-determined objectives, it is imperative for them to possess the institutional capacity to implement. According to Ijeoma & Nwaodo (2013:60) there is a need to strengthen and reform institutional framework for public service management in order to ensure effective and efficient utilisation of present and future public resources so as to prevent waste and inefficiency of the past.

De Waldt & Knipe (2007, 27) write that every institution eventually reaches a point where it must adapt to changing circumstances and put effective systems, methods and procedures. National Development Plan 2030 Vision (NDP) makes it clear that meeting the country's agenda requires functional municipalities with capable institutional machinery at local level that could lead to effective and efficient implementation of strategies. The significance of this mini-dissertation is appreciated by the fact that it seeks to open a new chapter on the institutional structure and systems on implementation of small town revitalisation by addressing a number of issues simultaneously. Currently, this mini-dissertation is therefore comprehensively important because:

- ❖ Engcobo Local Municipality has been spending considerable amount of time, money and efforts trying to execute small town revitalisation, however, there seem to be no institutional capacity to implement the strategy.
- ❖ This work is significant as it will demonstrate hidden structural and competency deficiencies that hinder successful implementation.

- ❖ There is, therefore, a need at this stage to capacitate councillors, managers and other officials about small town revitalisation strategy and implementation thereof. The call for capacity building in municipalities is also highlighted by Nkwana (2012: 155) when he states that developmental local government calls for new knowledge, skills and competencies from those in leadership positions in municipalities to promote service delivery.
- ❖ Lastly, this study will serve as reference for Public Administration practitioners and scholars interested in town planning and management and will also help the researcher improve upon his public administration knowledge.

In approaching this study in this manner, the study sought to ensure that it discovers new ways of doing things at Engcobo Local Municipality which means recommendations will be area specific which of course can help provide lessons to municipalities in similar situations.

### **1.8 Definitions of Key Concepts**

**Public Administration** - as an academic discipline prepares public service practitioners to be able to plan organise and manage public resources and be able to maximise effective and efficient use of public resources for the satisfaction of the general public. In the public sector there are laws and regulations which regulate how things should be done.

**Assessment** - is an operational instrument that is used to study, identify and synthesise progress and make inferences so as to make informed recommendations.

**Institutional Capacity** – it refers to both tangible assets such as machines, technology, fiscal strength and intangible resources but crucial resources which defines the capability of institution to execute planned programmes. Intangible resources mainly embraces human resources such skills and institutional memory necessary for effective implementation of strategies.

Municipal Systems Act (2001: 10) denotes that municipal capacity in relation to a municipality, includes administrative and financial management capacity

and infrastructure that enables a municipality to collect revenue and to govern its jurisdiction whilst meeting the aspirations of local community.

**Municipal structures** - refers to both political and administrative structures. Political structures include all council committees such as executive committee, standing committees; and municipal accounts committees meant to develop policies and strategies and do oversight. Administrative structures refers to managerial and departmental units meant to implement adopted Integrated Development Plan and council resolutions

**Small Town Revitalisation** – this refers to efforts, programmes and projects that are planned and implemented to bring adequate social and economic development such as aesthetic beauty, reduction of traffic congestion, employment opportunities and general increase of investor confidence to small towns.

**Implementation** - it is a process of careful execution of identified and planned programmes in order to bring change in a particular institution.

**Integrated Development Plan** - is a systematic planning concept that identifies developmental needs of a particular community and outlines process that will be conducted towards realisation of identified needs. In South Africa, IDP is legislated by Municipal Systems Act of 2000. All municipal councils are obliged by this act to adopt five year IDP plan wherein they develop strategies that would lead towards achieving stated ideals in the IDP document.

**Service Delivery Budget and Implementation Plan** - it is an instrument that sets out objectives, programmes, and budget allocated to each programme and target dates. On a quarterly basis departments report on progress in relation to the target they have set themselves to achieve. All these reports constitute to an institutional report which gets tabled in the council and later to stakeholders so that they are informed about needs (as identified by them during the IDP process) in terms of progress in the implementation.

**Strategies** - are intended planned action which can lead to realisation of outcomes. Politicians and managers have responsibility to carefully plan

strategies and show all resources to be involved in the execution of the strategies.

**Systems Analysis** - is a methodologically tool which promote examination of all components or inputs in particular institution and activities that occur towards realisation of predetermined goals.

**Local Municipality** - means a municipality that shares municipal executive and legislative authority in its area with a district municipality within whose area falls, which is describe in section 155(1) of the constitution as a category B municipality (Municipal Structures Act, 2001: 11).

### **1.9 Limitations of the Study**

In pursuit of this study, there were some limitations that were experienced at various stages and that contributed to the speed of analysing and consolidating received research findings. These limitations were as follows:

- ❖ Questionnaires distributed more especially to councillors were at times returned very late and in some instances councillors said they had forgot to complete them. This meant that the researcher had to be flexible and allow councillors to submit on later time than was expected.
- ❖ There was lack of cooperation from some business operators and traditional leaders as some presumed this exercise with suspicion bordering along lines of none familiarity with research culture.
- ❖ One other major limitation was the absence of documents in the municipality that explain fully small town revitalisation strategy of Engcobo Local Municipality despite of availability of projects on the ground that were implemented as part of the strategy.
- ❖ Lastly, Small Town Revitalisation Strategy implementation can be assessed from different conceptual basis using different theoretical tools. Mthethwa (2012: 43) states that no one perspective can be singled out as better theory than the rest, as each attempt endeavours to explain strategy and programme implementation and the factors influencing it. For this reason, the application of one theory was a limitation to the scope and further details that might have emerged than application of systems theory alone.

## 1.10 Organisation of the Study

In line with the research objectives, this mini – dissertation has been organised into seven chapters with each chapter having its own introduction and concluding remarks. The structure is as follows:

- ❖ **Chapter One** – introduces the study and gives background orientation and show why it is significant for the research problem to be diagnosed. It provides research objectives and questions, key concepts, significance of the study, give an outline of the research process and concluding remarks.
- ❖ **Chapter Two** – gives a brief synopsis of the study area Engcobo Local Municipality through covering the following aspects: geographical location, historical account; institutional structures (political and administrative); traditional leadership and community development workers and private sector involvement.
- ❖ **Chapter Three** - reviews recent literature and draw lessons from both developed and developing countries, particularly in Africa. Lessons relevant for the case of Engcobo Local Municipality are extrapolated.
- ❖ **Chapter Four** - provides theoretical and concepts foundations underpinning the study. Systems theory is reviewed and its significance in search of ideal institutional model for small town revitalisation implementation is explained.
- ❖ **Chapter Five** - gives details of research methodology and explains research methods. Reasons why particular research instruments and chosen data analysis tools that were employed are explained. Specific number of target population and sampled population is given and the reason thereof are explained.
- ❖ **Chapter Six** - presents research findings from councillors, municipal officials, traditional leaders and business operators. Research analysis is done and synthesis of what research findings suggest is indicated.
- ❖ **Chapter Seven** - provides recommendations, future research areas and conclusion.

### **1.11 Concluding remarks**

The introductory chapter has covered a number of issues to set the tone towards achieving the overall objective of assessment of municipal structures and systems in implementation of small town revitalisation strategy at Engcobo Local Municipality in the Eastern Cape. It has been highlighted that Engcobo Local Municipality has attempted to implement small town revitalisation strategies to redress alarming urban sprawl and other challenges such as traffic congestion and overcrowding.

This chapter has also demonstrated that the urban renewal process seem to be not achieving its intended objectives due to institutional capacity anomalies. In order to improve implementation of small town revitalisation, it has been argued that municipal structures and systems would be assessed with the intentions to discover alternative measures that can lead to effective implementation of urban redevelopment strategy. The next chapter provides a brief narrative of the study area.

## CHAPTER TWO

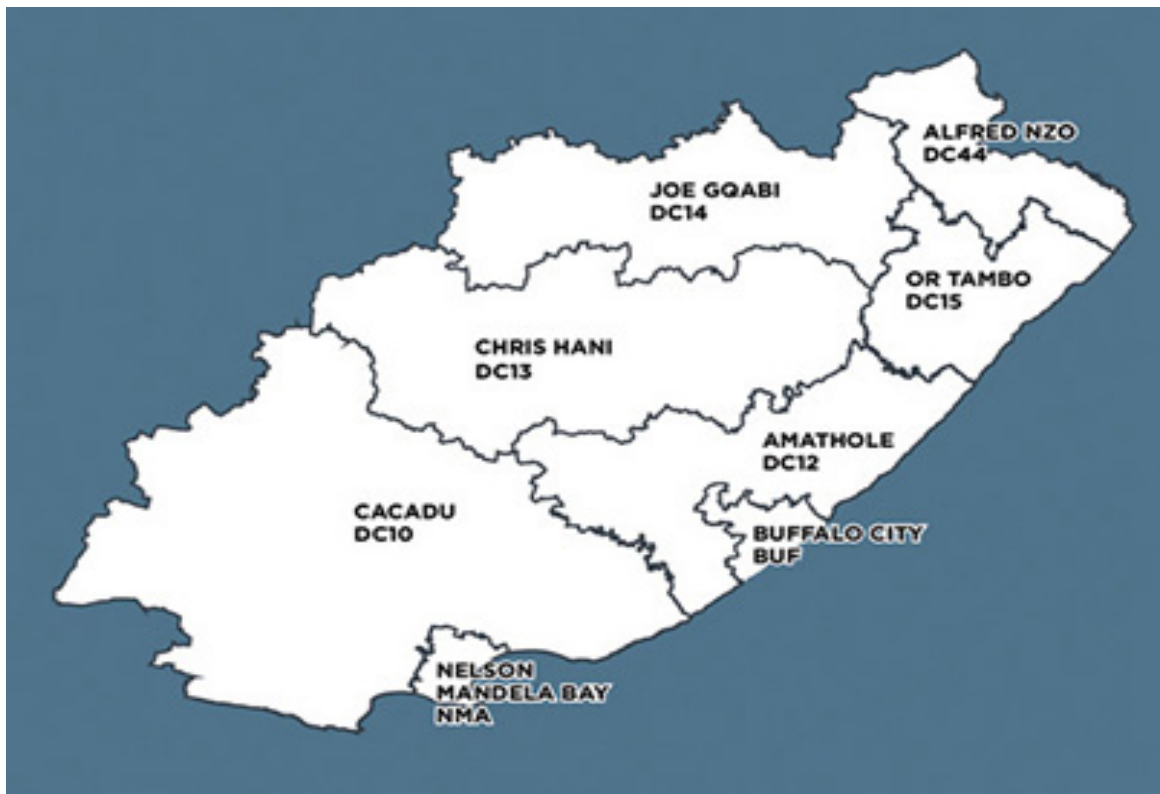
### STUDY REGION –ENGCOBO LOCAL MUNICIPALITY

#### 2.1 Introduction

The name Engcobo is derived from the indigenous word Ngcobo which is for the tall grass that once dominated the hilly slopes in the North Eastern side of the municipality and the current area where the town is situated (Engcobo Local Municipality, 2011). With the advent of developmental local government and succinctly re-demarcation and configuration of municipalities, Engcobo Local Municipality is the only local municipality in Chris Hani District Municipality that kept its former municipal outer boundaries that existed before 1994.

#### 2.2 Geographical location

Engcobo municipality is located in Chris Hani District Municipality with the Eastern Cape Province, in South Africa as shown by figure 1.1.



**Figure 1.1: Map of Eastern Cape showing District Municipalities.**

Source: Demarcation board 2011.

It is found in the North-eastern side of Chris Hani District Municipality and shares municipal boundaries with Sakhisizwe and Emalahleni Local Municipalities on the North western side; Instikayethu LM southwards as shown by figure 1.2. Engcobo Local Municipality (2014) points out that makes Chris Hani District Municipality outer boundaries with Amathole District Municipality through Mbashe Local Municipality, O.R. Tambo District Municipality (King Sabatha Dalindyebo Local Municipality) and Joe Gqabi District Municipality (Elundini Local Municipality) in the eastern and Northern side respectively.



**Figure 1.2: Map of Chris Hani District Municipality showing Local Municipalities**

Source: Demarcation board 2011.

Engcobo Local Municipality is a category B municipality and consist of twenty wards which are mainly rural with one small town called Engcobo. According to section 9 of Municipal Structures Act (1998: 16) category B municipalities have collective executive system combined with ward participatory system.

### **2.3 Socio-economic aspect**

According to Statistics South Africa (2012) the population of Engcobo Local Municipality is predominantly female make 56% and male constitute 44%. Population is mostly young and unemployed. Engcobo Local Municipality (2014: 67) further denotes that the town has high population growth due to high fertility rate and migrants coming mainly from surrounding rural areas and leading to severe urban crowding, urban decay, unemployment, crime and spread of diseases. Most small businesses are owned by foreign nationals especially from China, Pakistan and Bangladesh.

There are also foreign nationals doing businesses from African states such as Ghana; Uganda; Nigeria; Senegal; Kenya; Tanzania; Democratic Republic of Congo; Burundi; Rwanda; Zambia; Mozambique and Zimbabwe and Lesotho. There are few South Africans who own small businesses despite the council's adopted Local Economic Development strategy.

### **2.4 Historical Context**

Most people that are found at Engcobo Local Municipality are Africans that belong to southern Nguni group called AmaXhosa (Acheampong, 2011), under the AbaThembu Kingdom led by King Buyelekhaya Dalindyebo. There are three main chiefdoms namely AmaHala, AmaJumba and AmaQwathi. The town of Engcobo was established in 1881 and is found in the central area of the municipality (Engcobo Local Municipality, 2014). Engcobo has rich liberation heritage for having produced numerous leaders who fought colonialism and apartheid systems. Such liberation icons include amongst others Chief Silimela, Chief Lam Mgudlwa and Chief Dalasile in different epochs.

During apartheid it produced national liberation leaders such as Doctor A. B. Xuma and Walter Sisulu. The town of Engcobo has been governed by different local council arrangements until 5<sup>th</sup> of December 2000 where for the first time it became part of wall to wall municipality and the proportional representative system was adopted for council governance (Council Minutes, 2011).

## **2.5 Governance and Administration**

### **2.5.1 Political leadership**

South Africa is a multi-party, representative democracy, under a constitution which is sovereign and which entrenches all three spheres of government to work together towards building a prosperous state. The role of local government as advocated in the Local Government White Paper of 1998 led towards Developmental Local Government, with local councils being at the centre for local social-economic development. As from 28 May 2011, after the inauguration of third democratically elected council of Engcobo Local Municipality, the council has forty councillors made up of twenty ward councillors and twenty proportional representative councillors (Council Minutes, 2011).

The seats are allocated in accordance with election results of 22 May 2011 with African National Congress (ANC) having won all wards and received fifteen Proportional Representatives (PRs) seats, followed by United Democratic Movement (UDM) with three PR seats; Pan Africanist Congress of Azania (PAC) has one PR seat; and National Freedom Party (NFP) with one PR seat.

The local council is a mayoral type with executive committee chaired by elected Mayor. The EXCO is structured into the following standing committees Budget Treasury and Operations (BTO); Corporate Services; Infrastructural Development; Integrated Planning and Development; Special Programmes Unit and Housing, Community services and Waste Management. EXCO reports to the council which is chaired by the council Speaker.

The Mayor, Speaker, Chief Whip and five Portfolio chairpersons are headed by councillors deployed by ANC with the exception of Waste Management Standing committee which is chaired by a councillor from UDM. This shows that the ANC is the ruling party in the council and it is anticipated by the community to ensure that its better life for all manifesto is realised by all. All

councillors are allocated to different standing committees and the deployment to standing committees is done by the Speaker, Chief whip and Mayor commonly referred to as Troika. There is also Municipal Account Committee (MPAC) which is a section 79 committee as stipulated in the Municipal Structure Act schedule. It is headed by a part time ward councillor and reports directly to the council.

According to notice 12 as gazetted by the Member of Provincial Executive Committee (MEC) for Local government and Traditional Affairs dated 22 March 2014 the municipality qualifies to have five fulltime councillors (Council Minutes, 2014). However as from 28 May 2011 there had been three full time councillors mainly the Mayor, Speaker and Chief Whip. The Portfolio Head for Budget, Treasury and Operations became full time in May 2014 and nonetheless Integrated Planning and Economic Development Portfolio Head has not yet been made full time inspite of the letter from MEC confirming that position to be full time as well (Council Minutes, 2015).

It appears that there has been reluctance and political hesitation to make all EXCO members fulltime based on the political differences with the ruling party in the council. This makes oversight responsibility and full time commitment necessary for EXCO members difficult as they do not have offices to plan and file their work rather rely seating in boardrooms and commute back with volume of paper work of the council committees. Instances of political infighting led to the removal of speaker in November 2014 with the hope that the new incumbent would help lower council political tensions within councillors of the ruling party. According to (Engcobo Local Municipality, 2011) the municipality has got two hundred ward committees with each ward having ten ward committees reporting directly to the ward councillor.

### **2.5.2 Management and Workforce Distribution**

Municipal manager is the accounting officer and thus entirely responsible for operations and management of the municipality. There are five Head of Departments or Directors namely for Corporate Services; Budget, Treasury and Operations, Infrastructural Development, Community Services and Integrated Development Planning. Heads of departments directly report to the

municipal manager. Below section 57 managers there are line managers or assistant managers such as for Town Planning; Integrated Development and Planning and Performance Management System; two Senior Accountant and Chief Internal Auditor. Officers and general workers and officers make hundred and sixty seven combined (Engcobo Local Municipality, 2014).

### **2.5.3 Traditional leadership and Community Development Workers (CDWs)**

The municipality as has been stated is found in an areas under the leadership of traditional councils. Through cooperate governance act as outline in the constitution traditional leaders work closer in a complementary role with the municipality (Municipal Structures Act, 2000).

In line with MSA act no 117 Of 1998 55 section 81, traditional authorities may participate through their leaders in the proceedings of the council and must participate in all council meetings. For this reason, there are six traditional leaders that seat in the council and its committees for advocacy and synergising their people's development goals (Council Minutes, 2012). Participation of traditional leaders in the implementation of small town revitalisation of Engcobo is important as some of the land earmarked for town development particular Mall development is under dispute as communities under traditional council claim that they are the legitimate owners of the land whereas Engcobo Local Municipality believes it owns the land.

In fact the section 81 (c) number 3 states that before a municipality takes a decision on any matter directly affecting the area of traditional authority, the council must give the traditional leader of that authority the opportunity to express a view on the matter (Municipal Structures Act, 2000). However as the regulation stipulates elected councillors remain the custodians of the council decisions and operations. The department of Cooperative Governance and Traditional Affairs in the Eastern Cape had allocated all wards with CDWs to assist councillors in the day to day community development efforts and serve as link between local government and other sector departments, within ambits of cooperative governance (Engcobo Local Municipality, 2011)

## **2.6 Private sector**

There is Engcobo Business Forum for emerging and big business which has offices in the local municipality and supported by LED office. Its role is to ensure that local economy of Engcobo grows and local businesses benefit in the LED initiatives of the municipality and other external investments (EXCO minutes, 2014). Local business associations are represented by a rep and the structure is democratically elected in a general meeting for all member associations (Engcobo Business Forum, 2014).

## **2.7 Concluding remarks**

This chapter has briefly outlined the study area's background by providing geographical, socio-economic, political and administrative aspects. It has demonstrated the significant role that has been played by local people towards democratic governance. It has also related historical context to the current political and socio-economic aspects at ELM and has concisely demonstrated how they systematically link in the cooperative governance for ELM.

A brief synopsis of the role of traditional leaders, CDWs and private sector has also been highlighted and indication of these stakeholders as partners in the implementation of small town revitalisation strategy was shown as well. The next chapter is a review of the current literature related to the objectives of this study.

## **CHAPTER THREE**

### **LITERATURE REVIEW**

#### **3.1 Introduction**

The purpose of this chapter is to review empirical studies which had been conducted to explore municipal structures and systems for implementation of small town revitalisation strategy. According to (Maserumule, 2008) as cited by Koma (2012: 54) leadership of a developmental municipality should be dynamic, learn from the best international practices on matters of local government: think globally, but act locally. For this study, it is hoped that reviewed literature will enable the researcher to extrapolate lessons from both Developed and Developing countries. This will guide the researcher to discover alternative institutional arrangements suitable for Engcobo Local Municipality.

Various publications on implementation of urban renewal in relation to the objectives of this study have been explored. In doing so, most literature comes from Public Administration journals which meticulously cover array of subjects in regard to implementation of strategies and urban development. Ideas from well-known experts from scholarly articles and books on Town and Regional Planning and other development related disciplines has also been employed to supplement discussion of literature examination.

In approaching the review in this way, the study has benefitted tremendously from the publications of those leading authorities in Public Administration and Town and Regional Planning that emphasise the significance of institutional capacity in the implementation of development strategies. This perspective engenders interdisciplinary and multidimensional approach for analysis of research findings.

#### **3.2 International Experience: Developed Countries**

Distinguished Public Administration academics have done scholarly research in United States of America (USA), Britain and Germany, diagnosing institutional structures and systems from different local councils implementing

small town revitalisation strategies commonly referred in USA and Britain as small neighbourhood renewal or urban regeneration.

Lessons on small neighborhood renewal in USA shows that huge amount of resources are invested on research development. This is acknowledged by Xuba (2014: 15-16) when he states that small urban revitalisation strategies have received enormous interest in USA. Reasoning behind this account is that USA seeks to have credible information that would help policy makers, officials and general public in decision making about alternative institutional structures and systems to implement policies.

In the study by Brabant and Baid (2009) titled *The Devil in the Detail*, published in the *Journal of Higher Education Outreach Engagement*; it is shown that United States Federal government puts funding for research and development on individual states to assist local towns in their urban revitalisation efforts. The study further reports that local neighborhood councils ensure that structures and systems have clear roles and constant monitoring of implementation is responsibility of all stakeholders.

Other studies in USA shows that most small town councils which had successfully implemented their revitalisation programs obtain success mainly because of attention given to capacity building of institutional structures. These studies further points out that capacitation of both elected and appointed officials necessitates implementation of urban regeneration process to move efficiently. It appears, therefore, that competences on leadership, management and technical skills determine success of the implementation of the small town revitalisation strategies in USA.

Research findings as presented by Mallach (2010: 16-17) in his paper *Facing The Urban Challenge: The Government and American Older Distressed Cities*, report that the town councils adopted small town revitalisation strategies and institutional structures were capacitated so that they could be able to execute small town revitalisation strategies. In another article, Sullivan et al (2014: 220) also write that success of implementation of small town revitalisation strategies in USA has been due to emphasis on capacitation of local leaders and hiring experienced personnel willing to enable change.

In another study by Paddison (2001: 236) it is revealed that lack of management and technical expertise lead to sectoral and poor implementation of urban renewal. Town council attempted for several occasions to use its limited funds to eradicate small town problems through implementation of urban regeneration projects, nonetheless, such attempts came to halt due to lack of management and proper systems to implement small town revitalisation strategy (Paddison 2001: 236). This experience highlights that even if political leaders could have a vision, the role of management systems and technical capacity remain pivotal for success of the urban renewal strategy.

In another study on institutional analysis in small counties in USA by Wuthnow (2014: 87) demonstrate that where councillors come from a pool of well-educated patriots who have passed modules on Public Administration and with competences on decision making, project management and financial management implementation of urban regeneration become efficient. Another empirical study conducted in USA by De Filippis & Saegert (2013: 367) emphasises that allocating immense budget alone for urban redevelopment does not lead to success of revitalisation programmes rather institutional structures, systems and the role of external stakeholders and community involvement have to be considered.

From the above studies, it is deduced that capacitation of local authorities is crucial towards success of small town revitalisation strategies. Institutional organogram should, therefore, comprise of both leadership, technical, financial and project management experts in order to implement adopted small town revitalisation strategy.

This view on organisational restructuring is validated by Van de Walde & Knife (2007: 27) when they write that every institution no matter how large or small eventually reaches a point where it must adopt to changing circumstances. A study conducted by American Planning Association (2006: 645) suggests that in every town renewal effort community involvement in the urban renewal strategy should be considered as a way to boost stakeholder's participation.

The reviewed literature on cases studies in USA nonetheless falls short to indicate the role of private sector and community as structural components

significant for success of urban revitalisation strategy. The following studies from Europe, would therefore, capture private-public partnership and community participation. Heurkens (2012: 1) in her paper *Private Sector Led Urban Development Projects, Management, Partnership and Effects in the Netherlands and United Kingdom*; draws attention to the concept private sector led urban redevelopment projects.

Involvement of private sector in the implementation of small town renewal in Netherlands as expressed by Squires & Heurkens (2014:2) was meant to complement institutional capacity problems identified in the local councils which were delaying progress and leading to inefficient urban upgrading. Another study by Corcoran (2006: 399) titled *The Challenge of Urban Regeneration in Deprived European Neighborhoods: A Partnership Approach*; highlights that partnership in urban redevelopment is largely determined by contextual factors such as local and national institutional structures, political structure and relative power of potentially competing actors within urban regeneration system. Partnership as emphasised by Geddes & Benington (2001: 25) builds on a history of site–agency collaboration and the participation of local communities in implementation of urban upgrading strategies.

Geddes & Le Gels (2001: 253) elaborates that the rise of local partnership seems to demonstrate that neither local government, nor civil society or private sector are capable of dealing with complex problem of urban redevelopment with its pressing socio-economic dislocations which cut across boundaries of institutional structures. Across Europe, partnership has been promoted to ensure that urban communities and civil societies take ownership and participate in the implementation of small town regeneration programmes. However Burton (2003: 24) asserts that much as partnership is meant to boost institutional structures, lack of technical skills and allegiance to partisan politics rather than key development strategies limited contribution of local stakeholders.

While studies from developed countries indicate various perspectives and methodologies on structures and systems in the implementation of small town urban renewal, there are common attributes which had been noted; namely:

- ❖ Involvement of different stakeholders namely community and business sector.
- ❖ Clear role of municipal structures and stakeholders.
- ❖ Significance of technical and project management skills.
- ❖ Capacitation of elected and appointed officials.
- ❖ Enough budget allocation.
- ❖ Promotion of effectiveness and efficiency.
- ❖ Leadership at the front.

### **3.2 Less Developed Countries: African Perspectives**

In the Third World countries, empirical studies that examine municipal structures and systems for implementation of small town revitalisation strategies have been explored in Latin America and Asia by many Public Administration scholars. Like many of the development intervention programmes in Africa, the small town urban renewal has experienced several twist and turns during implementation.

Recently, in town management studies, there is a growing interest on urban renewal and institutional capacity in sub-Saharan Africa. This has put the application of the strategy in the context of government structures that implement it under scrutiny. For this academic work, scholarly writings reviewed covers experiences from Nigeria; Cameroon; Burkina Faso; Ghana; Senegal; Zambia; Tanzania; Zimbabwe and South Africa. Gulyani & Connoros (2002: 19) writes that urban renewal projects in Africa were generally highly centralized in the beginning, however decentralization and renewed role of local government made urban revitalisation programmes to generally fall under local authorities for design and implementation.

In Nigeria, there had been institutional problems on implementation of urban renewal in small towns. A research article by Aribigbola, Folami, Adewinle, & Karimu (2013: 213) titled *An Evaluation of Its Effectiveness for Sustainability in Akure*; gives a synopsis of how weakness in local institutional structures led to poor implementation of urban renewal.

Aribigbola et al (2013: 214) write that in Akure there was bleak understanding by local authorities of targets and goals of urban renewal hence

implementation was irregular. In another study in Nigeria; Wapwera & Egbu (2013: 222) write that roles in most urban redevelopment programmes are not clearly defined with poor staffing on works and environment departments allocated to champion implementation of urban upgrading.

In the case of Cameroon, a research report by (IIED 2002: 249) shows that central government and local authorities experienced administrative challenges which affected implementation of small town renewal. This situation was attributed on haphazard structures and systems which consequently led to institutional reformulation and adoption of new institutional urban strategy in 1999. In principle as argued by Gulyani & Connoros (2002: 18), the intention of the strategy was to make clear allocation of responsibilities among various institutional players involved in urban upgrading. IIED (2002: 249) also reports that forums for partnerships between local associations and local authorities were promoted to complement institutional challenges in Cameroon.

Beihler (2006) draws lesson in Burkina Faso in the study titled *Urban renewal and Marginalisation: The Case of Residents in Down town Ouagadougou, Burkina Faso*, assert that local government institutional arrangement were deem incapable to implement urban renewal programmes, therefore, central government kept financial and human resources meant to upgrade small towns under its authority.

In Senegal, similar experiences are noted by Gulyani & Connoros (2002: 19) urban renewal was under Ministry of Urban Planning and Housing. Gulyani & Connoros (2002: 19) further writes that urban renewal often bypassed local government altogether and it was difficulty to build strong local institutional structures for urban renewal programs.

A similar situation prevailed in Zambia and Kenya, where lack of the involvement of the local leaders in design and development of urban renewal strategies has been confirmed by several studies. In the situation of Zambia; the Department of Infrastructure Support Services was responsible for implementation of urban renewal strategies (Gulyani & Connoros 2002: 20). This was despite of existence of local governments.

In Zimbabwe, a study by Chirisa (2012) titled *Epworth in Zimbabwe An Analytic Approach to Inclusivity, Housing and the Stewardship Concept*, demonstrate that implementation of small town renewal in Epworth experienced numerous challenges. Chirisa (2012: 10) write that implementation of a good strategy by local government practioners who lacked leadership skills derailed the program by being bias to ruling Zimbabwe African National Union- Patriotic Front (Zanu- PF) supporters thus loosing focus and objectivity of the program. Chirisa (2012: 14) however reports that when Epworth local authorities found that the strategy was not working they decided to involve local initiatives and non-governmental organisations.

Much as it has been demonstrated that most countries in Africa have had bleak and weak local institutional structures and systems to implement small town revitalisation; a study by Ainuson (2009: 67) provide details on the opportunity and attempts for successful institutional arrangements which has been attempted for instance in Tanzania where the role of local government in the small town revitalisation has enjoyed support from central government.

Gulyani & Connoros (2002: 21) writes that since 1982 Local Government Urban Council was responsible for implementation of small town renewal to local authorities. In order to capacitate local leaders and officials for implementation of urban revitalisation strategies, Ardhi University in Dar es Salaam offers Urban Planning and Management studies for public sector officials in local government.

To bring the discussions home to the South African situation the political reforms is an entry point in the analysis of institutional structures and systems. From outset it is recognised by several scholars in Public Administration that in South Africa, the decision to create wall to wall municipalities and consolidate almost 1100 local authorities that existed in 1993 into 283 municipalities was aimed at ensuring viable local authorities with proper services delivery capacities.

The democratic dispensation introduced numerous policies solely to ensure that the constitutional ideal of prosperous state is achieved. Koma (2012: 56) hints that the period between 1998 and 2000 saw the introduction of a number

of pieces of legislation and policies relating to local government. For example, the Municipal Structures Act of 1998 (Act 117 of 1998) guided the rationalisation of municipal administrations. It was hoped that municipalities would establish structures which would implement policies and strategies for local development.

Nonetheless, recent studies in Public Administration and other disciplines such as economics and development studies indicate that mere existence of good policies has not translated into successful implementation (Franks 2014: 98). A report by COGTA (RSA, 2009: 10) claims that many municipalities are in deep distress and point to:

- ❖ Tensions between the political and administrative interface.
- ❖ Poor ability of many councilors to deal with the demands of local government.
- ❖ Insufficient separation of powers between political parties and municipal councils.
- ❖ Lack of clear separation between legislative and executive.
- ❖ Inadequate accountability measures and support systems and resources for local democracy; and
- ❖ Poor compliance with the legislative and regulatory frameworks for municipalities.

This is worsened by cadre deployment, though not a government policy, it constitutes to institutional deficiencies to implement and manage effectively. A research paper by Wessels (2012) stipulates that institutional incapacity is increased by cadre deployment which is a shadow policy that enables partisan appointment rather than on merit thus enhancing capacity shortages. According to COGTA (2009: 13) the principle of cadre deployment makes officials accountable to political structure rather than to statutory obligations of the municipality municipalities.

Poor track record of quality of councillors with little management or organizational skills (Wessel 2012: 22) also lead to institutional weaknesses. Koma (2014: 51) summarily points out that lack of skills, coordination, funding and understaffing for LED policy implementation invariably exhibit the

institutional capacity deficiencies facing small local municipalities. Municipalities need to be driven by appropriate skilled personnel and be placed in correct positions so as to improve viability (COGTA, 2009).

In contrast to high volumes of publications on urban renewal in Gauteng and Western Cape most provinces such as Limpopo, Mpumalanga and Eastern Cape have few published sources on urban revitalisation (Xuba, 2014: 22). In the case of Eastern Cape where implementation of small town revitalisation urgently requires attention. Peter (2011) in her mini dissertation submitted at University of Fort Hare reveals that lack of skills on urban renewal by both councillors and officials lead to haphazard implementation. One publication by Adata (2011: 7) for Amahlathi Local Municipality reports that partnership between the municipalities and ASPIRE (economic development agency of the Amathole District Municipality) has helped improve implementation of regeneration initiative.

### **3.4 Concluding remarks**

This chapter has reviewed the literature on implementation of small town revitalisation. It has peculiarly focused on experiences related to the role of municipal structures and systems in urban redevelopment programmes. Such lessons have been explored from both developed and developing countries.

Evidence has emerged from literature that even under challenging circumstances the following main attributes can turn things positively towards effective and efficient implementation of small town revitalisation:

- ❖ Significance of clear roles and responsibilities on municipal structures.
- ❖ Involvement of local initiatives and partnership.
- ❖ Development of policies that show how activities should be executed.
- ❖ Benefits of capacitation of public representatives and officials.

The following chapter would provide theoretical foundations that underpins this study.

## CHAPTER FOUR

### CONCEPTUAL AND THEORETICAL FRAMEWORK

#### 4.1 Introduction.

Surveyed literature reveals that there are several theories postulated by numerous scholars in Public Administration which can be employed to analyse capacity of structures and systems of public institutions in regard to implementation of development strategies. The shortcomings of linear positivism science in the quest for rational and systematic way of doing things in the public sector necessitated Public Administration scholars in the modern era to continue searching for alternative models.

In this pursuit, systems theory emerged as one of better explanatory models which helps to explain theoretical basis of institutional arrangements and processes. Van de Waldt & Du Toit (2011: 98) points out that systems approach contributes to public management as a social, normative science by helping to identify facts, principles, and general laws and further develop these empirically in the practical work situation. Conceptual framework in this study would therefore be used as tool to benchmark for inquiry and to extrapolate linkages relating to the issue under examination from relevant literature

This chapter, therefore, seeks to provide explanation on what is systems theory and show relevance in the analysis of role of municipal structures and systems in the implementation of small town revitalisation.

#### 4.2 What is systems theory?

Systems theory is a conceptual framework that refers to several different interlinked components that are related to each other and make an institution. Siswana (2007: 38) connotes that systems theory is based on the fact that a system comprises interrelation and interconnection between subsystems or components in order to reach a particular objective or aim. According to Parker & Doak (2012: 59) a system is a set of things that are interconnected.

Cloete; Wissink and de Coning (1995: 128) define system as a complex structure made up of interconnected parts that are organised to work together.

In environmental science, natural scientists make an example that when people look at the forest they do not look at just trees but the whole forest and see different species of flora, fauna and inter-relationship between and within particular ecosystem. In the context of social science the bigger picture is certainly observed for institutions whether one looks at the family or a formal institution, different attributes that make a particular institution are always observed. Shall (1999:10) as cited by Siswana (2007: 38) notes that in systems analysis, the part is always viewed in relation to the whole.

In respect of the above, Van de Waldt & du Toit (2011: 96) believe that although the constituent parts of a system can be examined individually, a system must be regarded and studied as whole. Henry (1975:151) defines system as an entity in which everything relates to everything else or systems and made up of components that work together for the objectives of the whole.

According to Brown and Lerch (2007: 79) systems theory is helpful to understand how complex things change and for better decision making as to which component of the systems requires attention. In this context, systems analytic framework is about examining different elements and activities that take place in a particular organisation.

#### **4.3 Relevance of systems theory on institutional structures and systems analysis.**

Most scholars commonly agree that the concept institutional capacity is a multi-dimensional concept which refers to both quantitative and qualitative structural and systematic elements of a particular institution. In order to evaluate institutional capacity this study would use systems analysis.

Contemporary studies both in the developed and developing countries indicate that institutional structures and systems especial at local government require drastic reformulation so as to achieve effectiveness and efficiency. This urgency of multi-dimensional and systematic approach to public service in South Africa was emphasised by former President of Republic of South Africa Thabo Mbeki as cited by Thakhathi (2014: 7) when he argued that government, the private sector, labour unions, the rest of civil society and patriotic individuals should act together to do everything possible to use this

opportunity to continue the progress made and address concerns the citizens have, so that objects of the better life for all could be achieved.

In the context of local government, municipalities are complex institutions which requires a comprehensive explanatory tool which could explain how the desirable state can be achieved. Van de Waldt & du Toit (2011: 94) affirm that public institutions are not closed entities but are interlinked with public and therefore mutually influence each other. System theory as has been employed in several successive institutional capacity studies is one model that helps to diagnose institutional structures and systems. This theoretical framework is further significant and relevant in order to drill underlying structural issues, systems and policies that have bearing on how strategies are implemented.

Systems theory would also help explain causes of the problems and in the development of comprehensive solutions on identified problems. Mthethwa (2012: 36) put it in perspective that for the implementation process to be improved, policy implementers must consider a number of factors associated with policy implementation.

Empirical studies which had applied this tool of analysis commonly indicate that implementation of any development strategy is a systematic process which involves different institutional resources such as labour, expertise, funds and technology brought together to achieve a particular purpose. Such structural characteristics have a central position in instrumental perspectives. They specify procedures, methods, responsibilities, rights and duties assigned to various units and positions (Christensen, Laegreid, Roness and Rovik, 2007: 15).

In an institution, the achievement of stated goals by one department leads to success while the shortcoming in another cripples the overall effectiveness of the strategy in the institution. Van de Waldt & du Point (2011: 353) summarily points out that to analyse a public institution as a systems, various departments must be analysed as sub systems of the institution as whole so as to use resources efficiently and economically. Thornhill (2012 : 59-60) notes that systems approach helps to determine whether sufficient funds are available; whether the human resources available have the capacity to

implement the policies required to promote development; whether organisational structures are in place to ensure proper implementation and monitoring of executive actions; whether work procedures have been developed to ascertain whether actions will obtain economic, efficient and effective results; and whether monitoring and evaluation systems as well as control measures have been devised to determine whether policy goals have been achieved as envisage.

This mini-dissertation sees merit in the systems theory for its stance on the relationship of different inputs and the systematic processes which define the institutional capacity. Systems theory, therefore, offers foundations for the analysis of municipal structures and systems which form the institutional capacity of the municipality.

#### **4.4 Genesis of systems theory**

Aristotle postulated that the study of the whole is significant than the sum. Systems theory was developed in natural science for physics in the analyses of the structure of molecules where it was discovered that atoms of a whole join together to form molecule. It was later extended to Political Science and Public Administration as an instrument to understand administration and similar organisations. David Eston and Chester Barnard are the main proponents of this conceptual foundation in the organisational development.

Studies from both developed and developing countries summarily point that success stories of urban renewal had been through strengthening institutional structures and systems. The significance of systems approach during postmodern times is that it is in line with interdisciplinary and holistic approach dominating empirical studies in Public Administration.

Systems thinking as tool to improve structural and systematic arrangement of institutions helps to manage complex problems and quantifies the institutional capacity. Koma (2010: 114) refers to institutional capacity as availability and access of tangible resources such as human, financial, technology and knowledge to implement policies.

In order to achieve successful implementation of the strategy (Van de Waldt & Knipe 2007: 23) posit that human resources, organisational structures and procedures must be integrated. According to Back to Basic document as put by COGTA (2010: 3) much needs to be done to support, educate, and where needed, enforce strategies so as to improve implementation. Thakathi (2014: 8) postulates that it is important that the systems approach or an integrated approach is applied by the government in order to improve governance and administration because once departments work in silos, good governance can be undermined and 'bad' governance could be the order of the day and the life of people could also be severely affected.

In this study an outline of institutional capacity would be traced based on the following questions:

- ❖ What are roles played by municipal structures and systems in the implementation of small town revitalisation?
- ❖ What are institutional challenges experienced during implementation of small town revitalisation strategy?
- ❖ What are the alternative institutional measures that can lead to effective implementation of small town revitalisation strategy?

Van de Waldt & Do Point (2011: 96) ascertain that through the systems approach it is possible to gain insight into three interdependent areas, namely the interaction between the system and the environment, and the processes within the system and the processes through which parts of the environment interact with each other. Fountain (1994) as cited by Kuye (2014: 183) claims that a good assessment must be multi-dimensional in scope and should encompass an effective programmatic approach to disciplinary content.

#### **4.5 Concluding remarks**

The above discussion has attempted to explain the systems theory and provided reasons that it would be used to find solutions for the institutional problems at Engcobo Local Municipality. It has been found that systems theory helps to look at the institutional structures and systems in a multi-dimensional perspective and helps to locate linkages for an integrated and holistic implementation strategy.

Understanding of the conceptual underpinnings of institutional structures and systems enables the search for alternatives to be smooth and easy. It is on this note that systems analysis would be employed in the subsequent chapters to guide the researcher on research tools to use that will provide multiple views and alternative perspectives covered under recommendations in chapter seven. The next chapter thus provide details on research methodology and explains how data was collected and how it was analysed.

## CHAPTER FIVE

### RESEARCH METHODOLOGY

#### 5.1 Introduction

The aim of this chapter is to demonstrate and provide synthesis on how the data was collected for this study. All research methods were used to provide answers in relation to research questions and guided by the conceptual framework discussed in the previous chapter.

The focus of this entire research was to assess municipal structures and systems in the implementation of small town revitalisation at Engcobo Local Municipality. Therefore, in order to achieve objectives and answer stated questions it documented experiences and view of councillors; management; traditional leaders and business people on implementation of revitalisation strategy and those findings guided the researcher towards recommendations.

#### 5.2. Research Methods: Qualitative, Quantitative and Desktop

There are three research methods which are mostly used in social science and these are qualitative, quantitative and desktop research methods.

##### 5.2.1 Quantitative Methods

Quantitative research methods mainly uses statistical tests to compare variables or test validity of theories and hypothesis. Quantitative research applications therefore uses measures and number to summarise information from large amount of units. However they provide shallow details about research problem (Muijs, 2010: 7).

According to Silverman (2006: 326) quantitative research designs are particularly useful for examining relationships between inputs and outputs in an institution. Information gathered from quantitative research methods is usually reliable and in most cases enables administrators, academics, policy makers and stakeholders applying these research methods to make decision about particular development (Ritchie, Lewis, Nicholls, Ormston, 2013: 34)

However, while these quantitative studies can report the probability that action A will lead to outcome B, they are rarely able to tell about how A was

transformed to B or why an action that proved effective in one work site was effective in another (Silverman, 2006: 327). Quantitative research is a process that is systematic and objective in its ways of using numerical data from only a selected subgroup of a universe to generalise the findings to the universe that is being studied (Creswell, Ebersohn, Eloff, Ivankova, Jansen, Neiuwenhuis, Pietersen, Clark and Westhuizen, 2007:145).

### **5.2.2 Qualitative Methods**

These research methods are inductive in nature and explore problems about situations in detail so as to provide answers on how and why particular issue is in a certain state. Qualitative methods help researchers develop theories and hypothesis about the subject under investigation. Silverman (2006: 326) summarily asserts that qualitative research help to explore issues, processes and explains how outcomes are achieved and also help realisation of new strategies.

From the above reasons, this study like other contemporary studies in the discipline would be framed within phenomenological qualitative or interpretative research design. In the South African context, Auriacombe (2006: 27) acknowledges phenomenology as one research method within qualitative research process. Thai (2011: 28) argues that public administration in general studies how government functions and scrutinises activities of government. Cloete (2006: 44) argues that it is important to conduct evaluation research in Public Administration so as to determine whether government programme is producing intended outcomes.

The use of phenomenology as suggested by Thai (2011: 31) can reveal proposal on how best policies can be executed successfully. Qualitative research distinguishes itself from quantitative research because research is conducted in the natural setting of social actors and focus on process rather than outcome (Babbie & Mouton, 2001: 270). It is anticipated that qualitative method would help trigger answers on institutional structural problems underpinning implementation of small town revitalisation at Engcobo Local Municipality.

### **5.3.3 Desktop Method**

Desktop research refers to secondary data or that which can be collected without fieldwork. It includes published reports and statistics which are certainly important sources for both strategy formulation and implementation. Silverman (2006: 338) states that supplementary data in a research process provides distinctive background knowledge from previous research reports and theoretical literature from array of particular findings. It is for these reasons that Integrated Development Plan, Spatial Development Framework, Policies on Capacity Building, Budget, and Organogram would be reviewed in this study.

### **5.4 Target Population**

Hacker (2013: 14) defines target population as a community from which a sample is to be drawn and to which the results of a research are to apply. King (2010: 2) explains further that population is a group of living things of the same type, living in the same area, usually referred to as inhabitants.

Population by its nature is not homogenous, therefore, there is a need to clearly specify and identify the groups to be studied on the basis of their characteristics. Target population for this reason is defined as the actual people that the researcher hopes to gather information about the research questions and of which the topic under assessment directly affects them.

According to Ritchie, Lewis, Nicholls and Ormston (2013: 134) a sample frame is a set of cases, from which sample will actually be selected should be demarcated in social research. For this instance, forty councillors, five senior managers and five middle managers will be selected to compose the sample frame for the targeted population. The target population is therefore fifty people.

### **5.5 Sampling**

According to Sambumbu (2010: 57) sampling involves decisions about which people, settings and social process to study. Sampling in qualitative research are usually purposive. This means that participants are selected because they are likely to generate useful data for the project (Conchran & Patton 2007: 10).

The main aim in sampling is to select a sample that will be representative of the population that the researcher aims to draw information.

Random sampling as put by Flowerdew & Martin (2013) gives each member of population an equal and non-zero chance of being selected into sample. It therefore elicit more accurate estimators and a higher accuracy is attained at a minimal cost. Another reason for the choice of random sampling is that it is cheaper than using the entire population.

Consideration for maximum representation of the sample will be kept. Emphasis for representative sample is that results will not be bias and therefore, it will be possible to generalise findings to the larger population from which the sample was chosen. For purposes of maximum representation twenty research participants would be selected such as ten councillors, five senior managers and five assistant managers

## **5.6 Research instruments for data collection**

There are three data collection techniques that would be employed in this study namely semi survey questionnaires, semi-structured interviews and observation. The logic behind application of these tools is that they enable the researcher to pose questions to selected participants in search for answers to research questions (Sambumbu, 2012: 52). Application of more than one tool when collecting data is referred to as triangulation (Xuba 2014: 7).

Tiane (2006: 00) elaborates further that triangulation is usage of two or more methods within a particular research to enhance comprehensive data and contextualise interpretations. For this study, it is hoped that triangulation through data from survey questionnaires, semi- structured interviews and observation would help provide details so that the researcher will answer research questions and achieve stated objectives. Open ended questions were asked regarding the municipal structures and systems as well as possible solutions to the problems experienced.

## **5.7 Survey Questionnaires**

According to Hall (2008: 148) questionnaires are the most widely used instrument for data collection in social research. TerraBlanche and Durkheim in

Sambumbu (2012: 255) stipulate that questionnaires usually consist of a number of scales, open ended items for qualitative data responses, as well as other questions. Babbie (2013: 255) share similar inferences when she writes that the researcher has two options either to use open or closed questions. In the case of open questions respondents may be asked to provide his/ her answer to questions and be provided with a space to write while in the case of closed questions, respondents will be asked to select an answer from list provided by researcher (Hall, 2013: 148).

For this study, closed questions were used to gather demographic details whereas open ended questions were employed to get details and insight. There was a covering letter which explained the purpose of the research to prospective respondents as attached as *appendix 3*. Forty questionnaires were distributed to sampled councillors to answer questions that are reflected in *appendix 4*; while ten questionnaires shown in *appendix 5* were distributed and collected from five traditional leaders and five business operators.

### **5.8 Semi structured interviews**

According to Guthrie (2012: 108) interviewing is probably the most common data collection in social science and it is virtually impossible to do a research project without interviews. Patton & Cochran (2002: 14) write that semi – structured interviews are user friendly data collection tools that are used by researchers to gather views about a particular issue. Tayie (2005: 99) states that one of biggest advantage of face to face structured interviews is that there can be a greater use of open questions and the interviewer can provide additional explanation required for respondents to understand questions.

Patton & Cochran (2002: 15) further elaborate that semi-structured interviews should not be confused with clinical interviews or interrogation. For this study, six semi structures interviews were conducted by researcher and interview schedule would be used as guiding. Interview guide has been shown in *appendix 6*. All interviews were held at Engcobo Local Municipality offices and schedule of dates is attached in *appendix 7*.

## **5.9 Observation.**

According to Marshall & Rossman (1989) as cited in Khawulish (2008: 123) observation is the systematic studying of events and behaviour in a social setting chosen for a particular study. The researcher as a councillor and Member of Executive Committee of Engcobo Local Municipality was able to observe institutional structures and systems in the implementation of small town revitalisation.

## **5.10 Data analysis and interpretation.**

### **5.10.1 Statistical package for social science and in-depth analysis.**

Data that was received as was expected was voluminous because of the nature of data that comes from qualitative data collection methods. In order to manage, simplify and get meaning out of data collected the Statistical Package for the Social Science (SPSS) software was used. SPSS like other computer and statistical techniques make complex data simple in a fast form.

SPSS is one of the most comprehensive statistical software used in social science. It helps to summarise data and simplify it through creation of charts and tables. SPSS is user friendly. Data processed through SPSS was analysed, quantified and presented through pie charts which are useful instruments for graphical displaying quantities of a given variable.

Briki & Green, 2007: 9) suggest that there are three ways to analyse qualitative data such as descriptive, thematic and in-depth analysis. Patton & Cochran (2002: 15) further elaborate that semi-structured interviews should not be confused with clinical interviews or interrogation. According to Couch, Oliver and Thomas (2012: 194) there are key stages in the thematic analysis such as (i) read and annotate scripts, (ii) identify themes (iii) develop coding schemes (iv) code data, (v) make inferences out of the data. For this study, data was analysed and interpreted in two-fold mainly through thematic and in depth analysis. Where applicable pie charts were employed to summarise data and demonstrate trends.

### **5.11. Ethical Considerations.**

Blaxter, Hughes and Tight (2006: 158) write that the conduct of ethically informed social research should be a goal of all social researchers. In conducting this study, the researcher upheld the University of Fort Hare's ethical principles such as universal values of justice, integrity, discipline, kindness, non-injury and concern for the wellbeing of others.

Terre Blanche, Durkheim, & Painter (2011: 67-68) emphasise four philosophical principles such as autonomy which refers to protection of individual and institutional confidentiality; No maleficence a philosophical principle that requires the researcher to ensure that no harm befall research participants direct or indirect consequence of research; Beneficence the principle that obliges the researcher to ensure that the research participants will receive maximum benefits from the research. Justice a complex philosophical principle which requires that researchers treat research participants with fairness and equity during all stages of research.

Upholding these research principles in this study helped build authenticity and advance academic integrity to the researcher. In the execution of this study consent for participation in the research process from research participant was solicited. Before the survey was conducted the letter requesting permission was sent to the municipal manager of Engcobo LM and permission was ultimately granted through a letter as can be seen on *appendix 1* and verbal motivations to carry forward the study were received from Municipal Manager. All distributed questionnaires as well had a covering letter with research topic and guaranteed research participant with maximum confidentiality. Getting the informed consent from those to be interviewed, questioned and observed is critical (Blaxter et al, 2006, 158).

### **5.12 Concluding remarks**

This chapter has elaborated on the methods that were used to collect and analyse data related to the objectives of this mini dissertation. In this study, the data was collected from both fieldwork and desktop; qualitative and quantitative tools were all explained as tools to be used to analyse data.

The use of both qualitative and quantitative research methods in this study is another hallmark which enabled the researcher to blend and balance different research findings into conclusive statement about state of implementation of small town revitalisation at Engcobo Local Municipality. In the next chapter, research findings are presented and analysed.

## **CHAPTER SIX**

### **PRESENTATION AND DISCUSSION OF FINDINGS**

#### **6.1 Introduction.**

This chapter presents and discusses research findings received from survey questionnaires; semi-scheduled interviews; systematic observation and Engcobo Local Municipality documents. Data gathered by questionnaires was reduced and summarised through application of SPSS software. The data was then presented in the form of graphic illustrations. The main quantifying tool used were pie charts and they helped enhance analysis processes. In order to categorise responses and build themes for analysis, variables were created from responses derived from questions.

Through application of content analysis, meaning from responses was deduced to shape synthesis for alternative municipal structures and systems which were proposed by research participants.

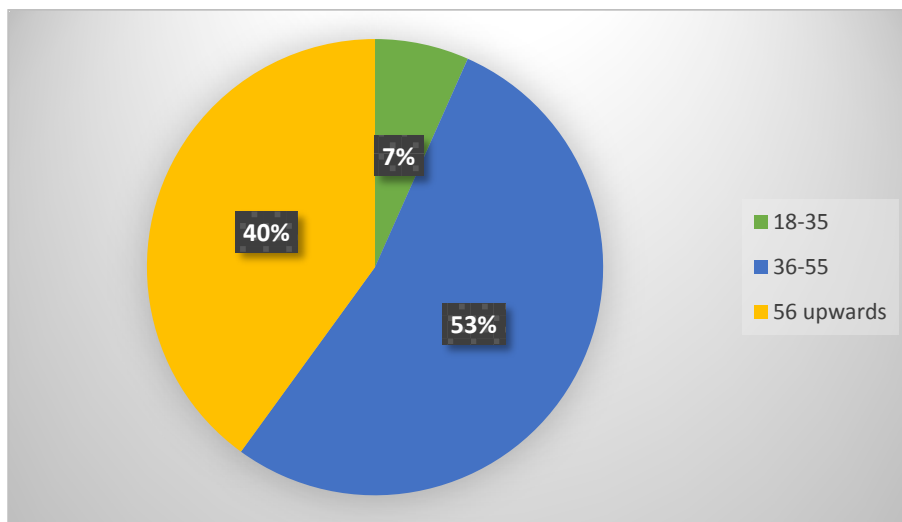
#### **6.2 Demographic data of respondents.**

Demographic details are significant in social research because they help enable the reader to know characteristics of population sampled by the researcher and help synthesise how each category respond to subject under examination. These details are important as well to guide the researcher towards recommendations relevant to particular population. For this study, age structure analysis was considered in the demographic information. This was particularly chosen to see what each age group believed were structural and systematic challenges in the implementation of small town revitalisation strategy.

##### **6.2.1 Age range of sampled councillors.**

Figure 2.1 shows age range of sampled councillors. Fifty three percent of councillors that were sampled belong to 36-55 age group, followed by 40% of those from 56 years upwards. Young councillors made very few (only 7%) of the entire sampled population. This sample composition shows that the majority of councillors were in their middle of their ages and this indicates that such councillors had been in many life experiences.

The low percentage of young councillors nonetheless indicates limitation to the availability of councillors with contemporary expertise and demands mostly associated with young people.



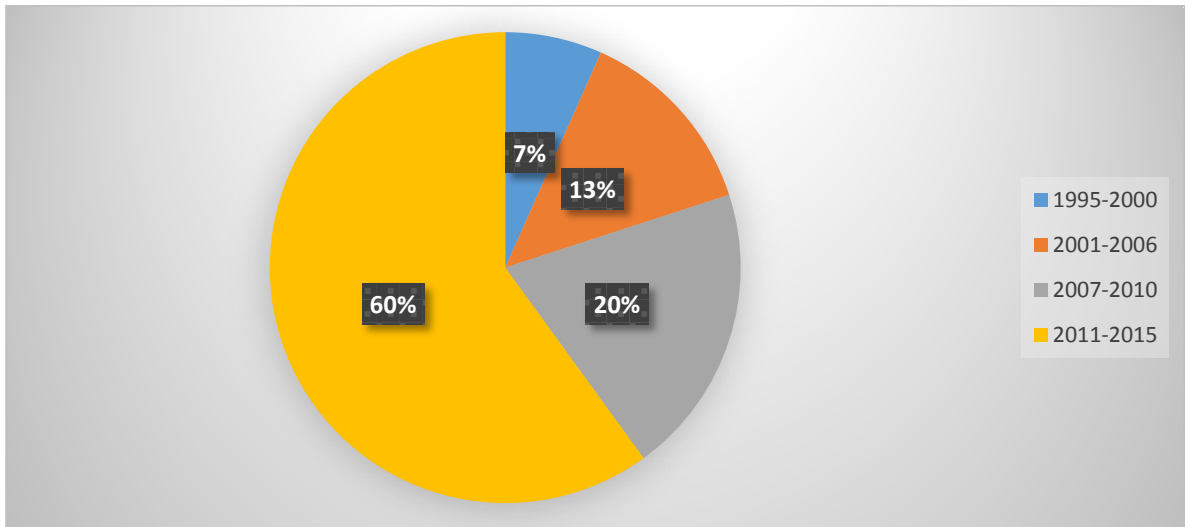
**Figure 2.1: Age range of sampled councillors.**

Source: based on fieldwork analysis.

### **6. 3 Experience of sampled councillors.**

Figure 2.2 demonstrates that the majority of councillors made up of sixty percent of sampled population had joined the municipal council after 2011 elections. It was found that only 7% of selected councillors had been in the institution between 1994 to 2000. This indicates lack of institutional memory important to provide experience on institutional strategies methodologies on implementation of service delivery strategies. Selected councillors unanimously asserted constant change of candidates for councillors was due to politics within the ruling party African National Congress.

One respondent of cause under full confidentiality promised by the researcher ascertained that some experienced councillors were sidelined favour of the inexperienced activists who lobby to become councillors. The constant changes of councillors undervalues the significance of the institutional memory necessary in beefing structures with knowledge and experiences.

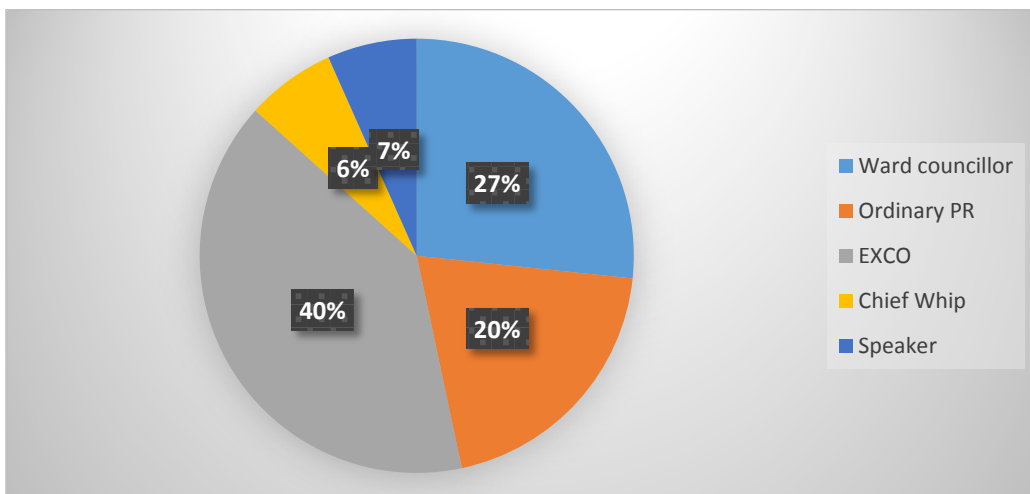


**Figure 2.2 Experience of sampled councillors.**

Source: based on fieldwork analysis.

#### **6.4 Deployment of sampled councillors.**

Figure 2.3 shows the percentages of sampled councillors. Forty percent of councillors were members of the executive committee; followed by ward councillors at twenty seven percent; ordinary councillors at twenty percent and lastly by speaker and chief whip.



### Figure 2.3 deployment of sampled councilors.

Source: based on fieldwork analysis.

This composition of sampled councillors is important more especially in that it included all components of the council and dominated by EXCO members; of which can be arguable referred to as the engine of the council for its day to day responsibilities between the council seatings and ensuring constant oversight to the implementation of agreed programs.

### 6.5 Standing committees of sampled councillors.

Sampled councillors were chosen from all standing committees and this was important so that the views collected would reflect the entirety of all standing committees.

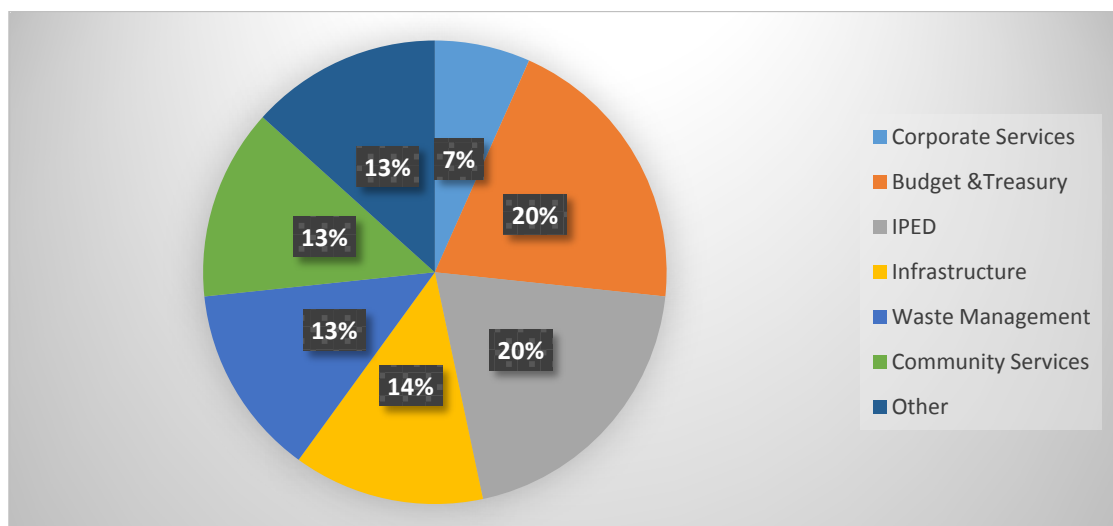


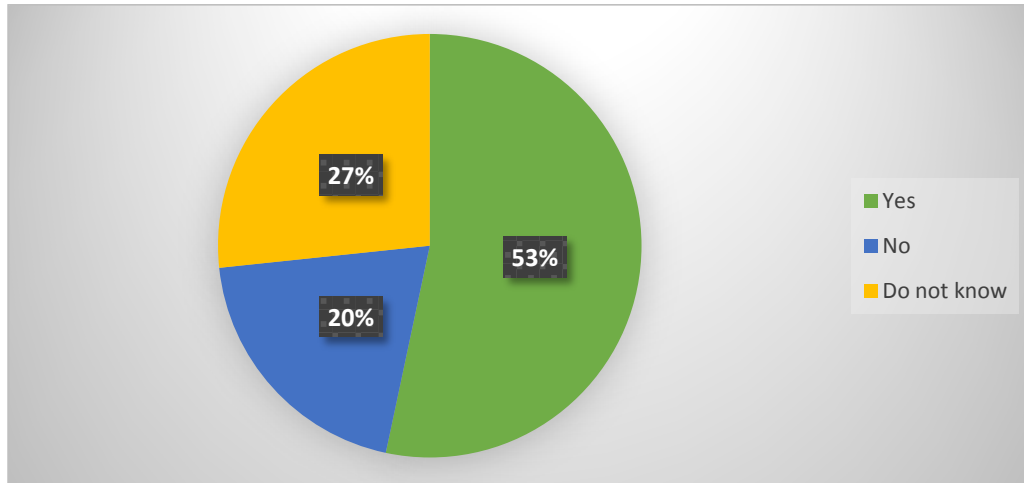
Figure 2.4: Standing committees of sampled councillors.

Source: based on fieldwork analysis.

Forty percent of sampled councillors as shown by figure 2.4 was made up of councillors serving in Budget, Treasury and Operations; and Integrated Planning and Economic Development. Biasness towards these two departments was done mainly because Small Town Revitalisation strategy was championed by IPED department and BTO was selected for its financial support for this program.

## 6.6 Involvement of standing committee in STRS

The above graph in figure 2.5 shows that fifty three percent of sampled councillors said that they were involved in the small town revitalisation strategy processes.



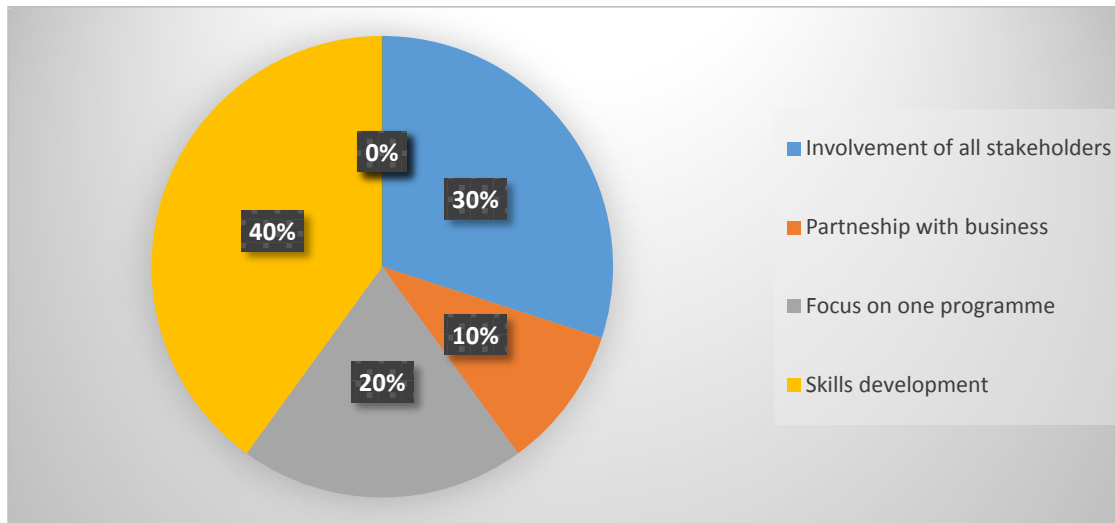
**Figure: 2.5 involvement of sampled councillors in implementation of small town revitalisation strategy.**

Source: based on fieldwork analysis.

Much as councillors who said they were involved were in the majority; the remaining councillors 27% that said that they were not involved and 20% indicated that they were not aware or did not know anything about the small town revitalisation triggers serious questions about institutional capacity. Strategies and all other programmes implemented by the municipality are formulated and adopted by the municipal council. For councillors to be either not involved or not aware of the municipal strategies requires further analysis and implications thereof examined in the future.

## 6.7 Institutional challenges experienced during implementation small town revitalisation.

Figure 2.6 indicate challenges that councillors indicated were experienced during implementation of Small Town Revitalisation Strategy.



**Figure 2.6: Challenges experienced in the implementation of small town strategy.**

Source: based on fieldwork analysis.

The majority of councillors; twenty seven percent, indicated that lack of skills and competence was the main challenge that was experienced in the implementation of small town revitalisation. Such views were in congruence with other councilors who mentioned that small town programmes were handicapped by number of sporadic projects due to poor planning and limited funding.

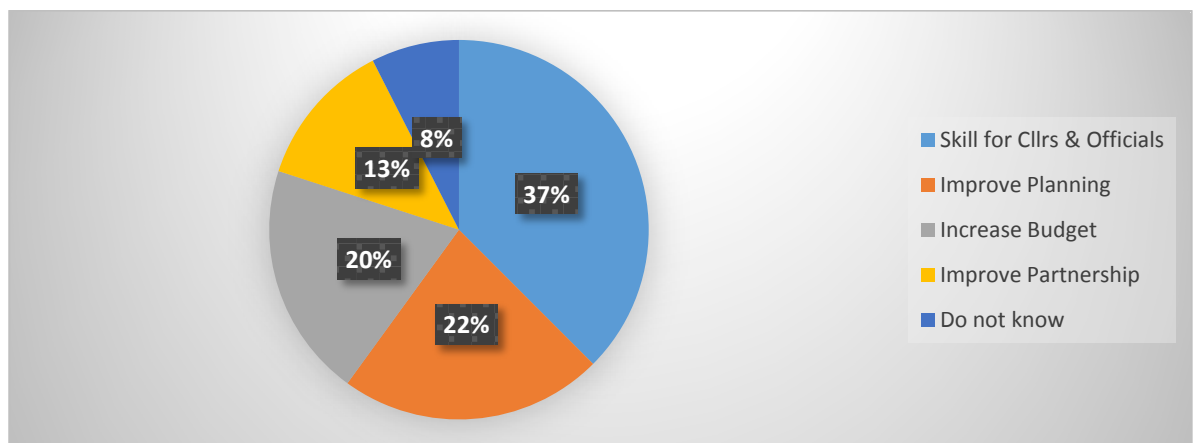
Some councillors also reported that lack of experties in the programme generated tensions between authorities more especially where people had to be removed to elsewhere and lack of partnership with community and local business people was also a hindrance towards the success of the programme.

Councillors stated that lack of proper planning on small town was making it difficult to implement some projects as there were numerous sporadic projects meant for small-town revitalisation which were not equivalent to the available institutional resources. Similar sentiments were shared by 20% of councillors

who replied that focus on many small disintegrated projects were making it difficult to implement and make impact from STRS.

### 6.8 Suggestions proposed by councillors to improve implementation of small town revitalisation strategy.

Figure 2.7 addressed the research objective number three which was to propose alternative institutional measures that can lead to effective implementation of small town revitalisation.



**Figure 2.7: Suggestions to improve implementation of the small town revitalisation strategy.**

Source: based on fieldwork analysis.

Thirty seven percent of councillors suggested that both councillors and officials should be capacitated about the concept small town revitalisation and on implementation measures such as project management and alignment of the small town revitalisation strategy with the available human and financial resources. Some councillors who suggested further indicated that basic knowledge of town and regional planning was also important so as to ensure that the town development programme was not just to solve short term needs instead could lead to sustainable and long standing gains.

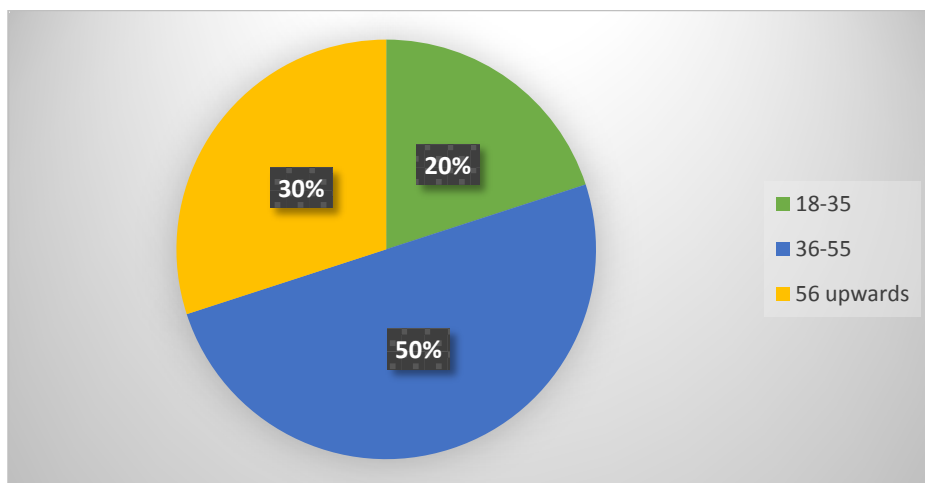
Twenty two percent of councillors stated that the council should revisit its planning phase and methodology for small town development. It was suggested that councillors in the IPED standing committee must ensure that there was a clear implementation plan for the small town and some councillor further indicated that such a plan should indicate what will be done by who

(which municipal structures) and the amount of intangible resources (machinery and budget) should be tabulated. Twenty percent of councillors stated that budget for small town should be increased as the limited amount of money could derail the implementation of the strategy. Thirteen percent of respondents indicated that local municipality should make partnership with local business people so as to ensure that the output of the redevelopment of the town is own by the local people.

## **7. Summary of findings from traditional leaders and business operators.**

### **7.1 Demographic details.**

Fifty percent of sampled traditional leaders and business operators belonged to 36 to 55 years age group. This was followed by 30% mostly traditional leaders and lastly 20% were between 18 to 35 age group composed of mainly young business people with one person being a traditional leader.



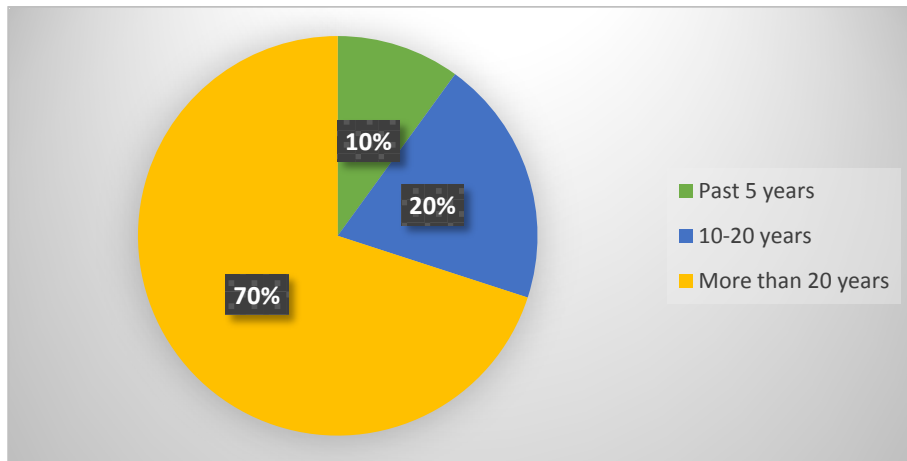
**Figure 3.1: demographic details of sampled traditional leaders and business operators.**

Source: based on fieldwork analysis.

### **7.2 Duration living at Engcobo Local Municipality**

Seventy percent of respondents in this category indicated that they have stayed at Engcobo area for more than twenty years. Some even suggested that Engcobo was their home town therefore it was deduced that these respondents were familiar with the developments that took place in the area.

Twenty percent suggested that they had lived at Engcobo in the years between 10 to 20 years some explained that they had come to Engcobo from neighbouring municipalities such as Sakhisizwe. Few (only 10 %) of respondents claimed to have lived at Engcobo in the past five years and those selected in this category claimed that they had come to Engcobo for business purposes.



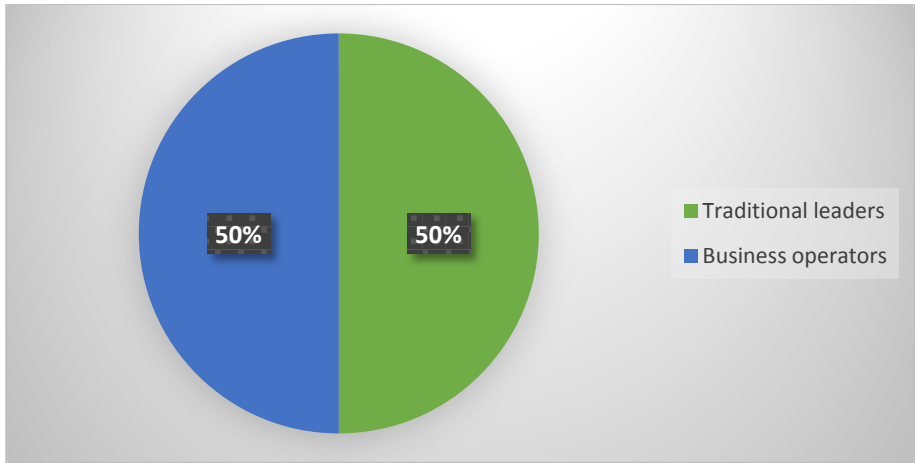
**Figure 3.2: duration living within Engcobo Local Municipality**

Source: based on fieldwork analysis.

### **7.3 Occupational index of sampled stakeholders**

In line with stated target population in the research methodology five traditional leaders were selected and five business people. All traditional leaders selected were participating in the municipal council in accordance with schedule of municipal structures Act. It was decided however in the research methodology that they should be treated as independent stakeholder as their participation in the council was limited by the legislation as they were not decision makers than in their traditional council.

This approach enabled the researcher to received concerning implementation of small town revitalisation from the point of view of traditional leaders who are customary custodians of the people that urban renewal programme seek to benefit. Figure 3.3 demonstrates that fifty percent of respondents from stakeholders came from business operators. They were chosen with the understanding that the success or failure of implementation of the small town revitalisation had bearing on their businesses.

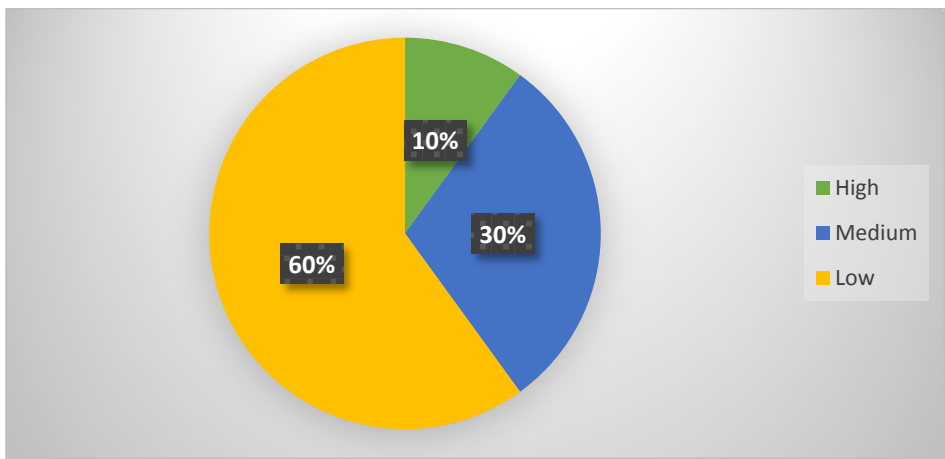


**Figure: 3.3: Occupation figures of sampled traditional leaders and business operators.**

Source: based on fieldwork analysis.

**7.4 Rating of implementation of small town revitalisation strategy by traditional leaders and business operators.**

Sixty percent of traditional leaders and business operators rated the implementation of the small town revitalisation strategy to be low. Thirty percent suggested that the implementation was medium and only 10 % indicated that the implementation was high.

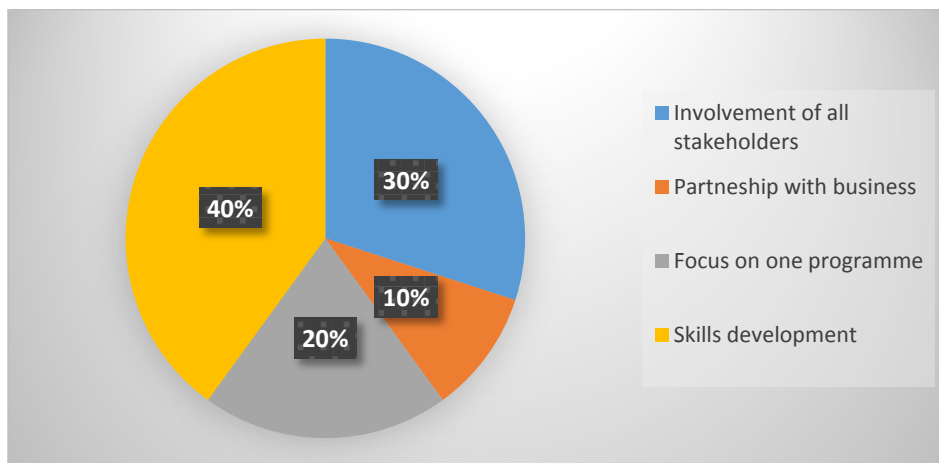


**Figure: 3.4: rating of the implementation of small town revitalisation strategy by traditional leaders and business operators.**

Source: based on fieldwork analysis.

### 7.5 Proposals to improve implementation as put by traditional leaders and business operators.

The majority of traditional leaders and business operators proposed that in order to ensure effective implementation of small town revitalisation there should be capacity building through sending councillors, officials and stakeholders to be involved in small town revitalisation to skills programmes such as project management and project implementation.



### 3.5 Proposals as suggested by traditional leaders and business operators

Source: based on fieldwork analysis.

Some business operators claimed that there seem to be completely no town planning and town management competency at Engcobo Local Municipality. Thirty percent of sampled traditional leaders and business operators asserted that stakeholders should be involved in the implementation of the strategy. Stakeholders involvement was explained by one traditional leader as important to enable residents to welcome removal in their land in cases where rezoning was applicable as one phase of small town revitalisation.

Twenty percent of respondents suggested that in order for the municipality to succeed in the implementation of the urban programme there should be an integrated approach with particular focus in a certain area. Such a strategy in urban renewal is referred to as area based revitalisation and has yielded results in areas such as Western Cape and in some other countries of Europe. Ten percent of respondents in this category indicated that local municipality

should be considered public–private partnership in the implementation of the strategy. Similar views for public and private partnerships had been explained under the literature review particularly for the case study of Netherlands.

## **7.6 Summary of findings from interviews.**

In addition to the questionnaire, structured interviews (*Interview schedule – Appendix 3*) were conducted with the following persons:

The original plan was to interview five senior managers and five assistant managers. These participants were selected based on the logic that management was over and above the engine of the institutional capacity for the implementation of programmes identified and adopted in the municipality's IDP. It was deemed that since managers were directly involved in the implementation of projects they would be able to provide invaluable information in addition to the information gathered from councillors; traditional leaders and business operators.

There were four senior managers that were ultimately interviewed namely: the Municipal Manager; and directors for Corporate Services; Budget, Treasury and Operations; IPED and Infrastructure Development. The director for Community/ Social Needs position was vacant by the time data collection and the person acting in that position was Assistant Manager for IDP and PMS of which this was already selected as one research respondent on the line management category.

The interviews with managers were positive and they all kept appointments of scheduled meetings. Assistant managers that responded were the Assistant Manager Spatial planning and IDP and PMS. The assistant Manager for ITC and two Assistant Managers in the BTO section were always busy during the schedule times to some extent they seem to be not understanding their significant contribution to the issue under investigation.

### **7.6.1 Interview with Municipal Manager.**

The Municipal Manager appreciated the study and alluded from onset that its conclusion and recommendation maybe significant for institutional reference in the processes of small town revitalisation. Municipal Manager as the

accounting officer reported that he was directly involved in the small town revitalisation as he regarded it as one of legacy projects that he would like the council and the people of ELM to remember him for. His role was to ensure that he advises the council to put sufficient budgets for planned small town revitalisation such as the town rezoning and reconstruction of roads, street beautification and removal of people who settle illegal in the municipal land so that future development such as identified Mall development could occur.

Nonetheless, the Municipal Manager highlighted that the process of small town revitalisation implementation was very slow because the council had budgeted only for the small town rely more on the conditional grant of 7 million rand from Chris Hani District Municipality. Much as funding was limited the Municipal Manager suggested that some councillors were not taking town revitalisation as crucial and were mostly bias towards rural areas which in any case as put by him depended on the small town for some services.

Municipal manager proposed that in the future the council should ensure that each standing committee quarterly discusses how within its legislated obligation add value towards small town revitalisation implementation.

#### **7.6.2 Summary from Department Directors.**

The interview with Corporate Services Director was very informative and guided by documentation. It was objective as it would be summarised. Corporate services director alluded that the municipality was trying to capacitate all employees and councilors to their work related skills. In regard to small town revitalisation the institutional department however highlighted that it did not have a specific program to capacitate officials or councilor for small town revitalisation.

Nonetheless it was doing everything to capacitate both councillors and officials to have capacity. The offer limitation for effective implementation of the strategy was reported to be insufficient resources such machinery, financial and human resources. The director further alluded that political interference in implementation activities by some councillors was also a negative phenomenon towards effectiveness of implementation and efficiency in revitalisation projects.

An assistant manager who informed the researcher on condition of anonymity suggested that ELM should consider implement its recruitment policy as outlined where employment of staff should be based on merit rather than factional and egocentric purposes which have no positive effects on service delivery projects. Employed personnel should have capacity to implement small town revitalisation projects and be able to track or monitor such implementation.

The department of IPED which at ELM is responsible for coordinating STRS. The Director concerned was cooperative and willing to assist the researcher. From onset the IPED director indicated that the municipal council was the primary custodian of the small town revitalisation and the IPED department was responsible for the implementation of the program.

In the interview with IPED director it was found that there was a committee made up of two councillors; two directors and one assistant manager for spatial planning and as well as director and councillor from Chris Hani District Municipality. The purpose of this structure was to ensure that the strategy was implemented in line with the adopted plan by the council. Nonetheless, the director revealed that it was difficult to implement the strategy because small town strategy was ambiguous with the council seeking to achieve many goals at the same time. The small town revitalisation strategy indicates that urban renewal should be intensified through reducing congestion in town by upgrading deteriorated road streets.

In the same vein strategy talks to the development of the Mall in the north eastern side of the town so as to relieve the Central Business District of congestion; there is also intention for street beautification or greening of the town and as well as spatial rezoning.

From this interview it was discovered that the Engcobo Local Municipality had realised number of urban pathologies which traps the small town to remain underdeveloped. However in order to and that was making it difficult to a strategic plan which could address all the matters tabulated in the strategy. The role of the committee also had to face the brunt of red tape as their

advices had to be submitted to the standing committee then to the executive committee and then ultimately to the council.

Interviews with Director for Infrastructural Development was expected to provide more details on how small town revitalisation projects were implemented. However, the interview was brief as the Director alluded that STRS was under the IPED department and Infrastructural Development department was involved on projects that were within the seven million rand allocated for STRS.

As the interviews were less formal and the approach for flexibility to ask further questions as explained under research methodology in chapter four has been outlined the researcher then applied that tactic. The researcher therefore asked why projects such as road maintenance in the central business district and on the residential zone within the urban area was not forming part of the STRS. In response to that question the director for Infrastructure Development stated that as managers they were implementing what the council had adopted. This response was not anticipated; as managers have responsibility to advise the council during strategy formulation.

Behn (1996: 121) as cited by Kuye (2014: 121) remarks that “good public managers – like good engineers – have to be both scientists and artists. Effective public managers are both creative and analytical. They can be serious and methodical – but also inventive and spontaneous”. This interview also explained that there were street upgrading by SANRAL but the synergy between local municipality and SANRAL objectives were not clear. Koma (2010: 117) alludes that administrative arm of municipalities cannot afford to be staffed by senior managers who fail to add value and appropriately deliver on their performance objectives. This is unacceptable as it hinders efforts to accelerate service delivery.

### **7. 6.3 Summary of interviews from Assistant Managers for Spatial Planning and IDP and PMS.**

The Assistant Managers referred to above are managers reporting directly to the Heads of Department. They are between strategic and operational level and therefore were chosen because their work roles makes them close to the

implementation or operationalisation of strategies. Assistant Manager for Spatial Planning indicated that it was her third year in the municipality whereas IDP and PMS Manager denoted that it was his tenth year in the institution. Both of these Managers ascertained that they were directly involved in the implementation of small town revitalisation and the Assistant Manager Spatial Planning indicated that the strategy was one of her Key Performance Areas.

These managers reported that there were council structures that were involved in the implementation of the strategy such as EXCO, IPED department and ad hoc committee for implementation of small town revitalisation.

The problems that were identified as leading to ineffective implementation were of STRS by these managers were similar to the ones indicted by senior managers. The Assistant Manager for Spatial Planning emphasised that political inference in the planning and execution was a very disturbing phenomenon in the implementation and insufficient budget.

These assistant managers proposed that politicians should do their work as stipulated in the Municipal Structure Act and give the space and allow managers to implement adopted strategies. Capacity building on project management and civil engineering and as well as financial management were proposed as some of areas that should be considered for future capacity building programmes.

In respect to information from secondary sources, there were two documents that were found mentioning small town renewal strategy namely the IDP and the Budget. This was noted as limitation towards the effective implementation as it was expected that there was the availability of detailed strategy outlining goals, objectives, indicators, inputs and outputs

## **8. Emerging themes from presented findings.**

To recapture the main themes that were discovered in the findings and draw linkages which could lead to recommendations for this study, the research findings were further interpreted to form synthesis which would be in line with research objectives and answer stated questions. Research synthesis is the practice of systematically distilling and integrating data from a variety of

sources in order to draw more reliable conclusions about a given question or topic.

In this study, it was deduced that research findings shows the following themes in respect to the role of municipal structures and systems in the implementation of the small town revitalisation strategy. The following themes had emerged the majority of participants in regard to institutional competence to implement the STRS:

### **8.1 Lack of involvement of local people.**

Findings shows that the small town revitalisation strategy for Engcobo Local Municipality indicate that its main tenet is to provide socio-economic and infrastructural development to the urban areas of Engcobo. However from its conception the strategy does not reflect on the role of local community in the implementation process. The involvement local people and stakeholders in particular, in the public institution is referred to as input-out relationship that necessitate implementation of identified strategies Van de Walddt & Knipe, (2007: 33). This anomaly is a structural challenges the environment of the institution is a key variable towards it effectiveness. Infect systems theory had shown that the both external and internal factors determine the success of the efficiency of an organisation.

### **8.2 Lack of integration and holistic plan.**

Different views from councillors and management directly involved with implementation of the small town reveal that there is no holistic approach in the implementation of the strategy. Different departments such as Infrastructural Development and IPED seem to be the key role players in driving projects for small town redevelopment. Nonetheless, there seem to be no synergy to address common vision of the Small Town Revitalisation.

Much as innovation from departments is encouraged such should be in line within systematic theoretical foundation which postulates that units or departments within an organisation or institution should work together and complement each other towards realisation of common goals. Van de Walddt &

Du Point (2011: 400) share similar inferences when they argue that functional areas and activities of a public institution should not be viewed as isolated parts of the institution, but as management areas management areas forming the infrastructure of general management of the institution interdependently of, but supplementing each other.

Lack of adequate planning make it difficult to track whether inputs such as financial, human and machinery and activities are in accordance with work plans. This could help avert problems caused by sporadic and haphazard projects and lead to programmes that could yield better results.

### **8.3 Lack of internal control**

It has been discovered that the ELM had adopted by-laws such however there has been a handicap of implementation of bylaws due to poor staffing. Implementation of by laws would help address some of the urban problems such as noise pollution; traffic congestion; and waste disposal in aesthetic environment.

### **8.4 Leadership**

One theme that emerged from the findings was that council structures such as executive committees and standing committees were not providing enough leadership for the implementation of Small Town Revitalisation programme. According to McCourt 2003 as cited by Bynard (2007: 360) lack of political commitment and leadership lead to failure of development strategies.

Van de Waldt & Knipe ( 2007: 133) contends that where councillors are actively involved, the description of the project also known as the project brief , should confirm which committee is accountable for the strategy, the extent of the involvement of councillors , and the limits to the authority of officers to act on their behalf in the management. Nkwana (2012: 155) summarily contends that councillors as political leaders in local government are entrusted with the responsibility of providing a leadership role to municipalities to ensure that services are delivered, effectively, efficiently and economically.

It emerged from the reviewed documents mainly adopted IDP and Budget of 2011/2012 financial year that Small Town Revitalisation was priorities and

budgeted. However, such funds were used for adjustment budget due to non-expenditure. Such trend has proceeded to 2012/2013 financial and it was only in 2013/2014 financial year that funds allocated for Small Town Revitalisation were spent. According to Bynard (2007: 360) affirms that besides the lack of resources, there is also a problem with the management of resources. The over or under expenditure is an indicator of mismanagement. Du Plessis (2013: 32) asserts that it is therefore imperative for municipal councillors and officials to align the allocation and utilisation of scarce resources with actual organisational and service delivery needs so as to avoid unnecessary and wasteful expenditure.

Leadership should be provided to the Small Town Revitalisation programme and common priorities to attain common vision should be part of strategic plan to rollout activities for Small Town Revitalisation. COGTA (2010: 6) contends that changing implementation strategy is not easy and succinctly requires bold leadership and political will. According to ANC Umrhabulo (2015: 127) the ANC as the major ruling party in municipalities in preparing for 2016 Local Government elections it highlights that caliber and quality of councillors deployed to municipalities is one of priorities to be considered to strengthen municipalities.

### **8.5 Insufficient Budget**

It has emerged that funding for Small Town Revitalisation projects has been from Equitable Share as from 2011/2012 financial year. However as has been stated in the preceding paragraph such funds were utilised appropriately. In the 2014/2015 and the current 2015/2016 financial year the Chris Hani District Municipality has committed additional funding to the Small Town Revitalisation and currently ELM has budget of R7 000 000 (seven million rand) for Small Town Revitalisation programme. This amount is not sufficient and the institution has no financial muscle to increase the amount due to limited revenue that is generated.

### **8.6 Political interference in implementation**

It has emerged in the study that the influence of politics more especially interference on the implementation of identified and adopted activities was

leading to in efficiency of the strategy. Cameron (2003: 58) as cited by Thornhill (2012: 65) believes that in order to eliminate political and administrative conflicts a public organisation should have sufficient educated and talented people both in political and administrative offices.

## **9. Summary of proposed activities by respondents**

The key to achieving adequate human settlement particularly to revamp situation of urban decay and other stated problems in chapter one requires implementation of identified goals in the IDP. In order to dealing with challenges indicated above, the following suggestions were made by research participants:

- ❖ Appointment of competent human resources.
- ❖ Capacity building for both councilors and officials.
- ❖ Improve integrated planning for STRS.
- ❖ Increase budget.
- ❖ Leadership should be central in the coordination and implementation of the strategy.
- ❖ Improve partnership.
- ❖ Focal projects.
- ❖ Monitoring and evaluation.

Koma (2014: 44) summarily argues that in order for any implementation programme to be effective, adequate financial, human resources and organisational resources should be allocated aimed at realising broader policy objectives. Mthethwa (2012: 45) suggests similar sentiment when he states that more attention should be given to clear guidelines and implementation plans, strong leadership, multi-sectoral stakeholder involvement, adequate and accessible resources, and effective feedback and monitoring systems which will enhance policy implementation.

## **10. Concluding remarks**

This chapter has presented research findings gathered from councillors, senior management, traditional leaders and business operators. Content analysis was employed to extrapolate meaning and build inferences in regard to the capacity

of ELM to implement the small town revitalisation. The findings in this chapter have helped in the realisation of research objectives and answered research questions that were outlined in chapter one. These research findings can be considered a breakthrough in the presentation of research information small town revitalisation at Engcobo Local Municipality and Eastern Cape in general where small town revitalisation data is presently insufficient...

Therefore, in the next chapter, an outline of recommended steps that should be implemented so as to boost effective implementation of small revitalisation strategy is made. In order to ensure that contemporary literature is available for small town renewal research areas for future consideration are also presented in chapter seven as well as the concluding statement of the study.

## CHAPTER SEVEN

### RECOMMENDATIONS, FUTURE RESEARCH AREAS AND CONCLUSION

#### 7.1 Introduction

Research on the implementation of development strategies is important in order to understand challenges and provide solutions so as to attain objectives of adopted strategy. In the context of this study, implementation of small town revitalisation strategy more especially in the developing countries has experienced numerous twists and turns due to institutional capacity challenges to develop and implement strategies.

For this study; a case of Engcobo Local Municipality was used to examine the role of municipal structures and systems in the implementation of STRS. This study sought to provide structural and systematic alternatives; and that was done through deducing lessons from empirical studies from both developed and developing countries. Systems theory was used to understand conceptual foundations that inform structural and systematic arrangements and themes were extrapolated from research findings in regard to institutional problems and solutions.

For these reasons; the following discussion entails recommendations, future research areas and concluding remarks.

#### 7.2 Recommendations

This study recommends that Engcobo Local Municipality should review its Small Town Revitalisation strategy. This is based on the view that the strategy was not well formulated hence ambiguous and not well articulated. There should be a comprehensive STRS document which outlines how the adopted strategy would be implemented.

- ❖ Councillors and senior officials should ensure that the reviewed strategy has all-inclusive and integrated projects which link with one another. Nkwana (2012: 155) point out that councillors as political leaders in local government are entrusted with the responsibility of providing a leadership role to municipalities to ensure that services are delivered,

effectively, efficiently and economically. Meyer & Cloete (2006: 305) as cited by Koma (2010: 116) indicate that strong, coherent and transformative political and executive leadership is needed to steer implementation process in the right direction to achieve organisational objectives, supported and coordinated by committed administrative support services whose actions do not have contradictory results on service delivery.

- ❖ According to Albert Einstein as quoted by COGTA (2009:6) “we cannot solve today’s problem with the same level of thinking that created problems in the first place”. Municipal councillors and officials at Engcobo Local Municipality should therefore be capacitated on the implementation processes. This is important so as to ensure that adopted programme is budgeted for and reflected in the SDBIP.
- ❖ Capacitation of councillors and senior managers about basic town planning and town management concepts is necessary as well. This can help to ensure that implemented projects have long-term positive effect to the sustainability of the revitalisation program. Nkwana (2012:158) believes that the roles and functions of councilors require specific skills, knowledge and competencies. As councillors in local government are elected and not appointed, capacity building initiatives such as leadership development programmes provide an avenue to ensure that councillors build their leadership capacity.
- ❖ One handicap that has been discovered was that some projects meant for Small Town Revitalisation were at a snail pace and were not related to each other. The council should consider to employ competent Project Manager. Van de Waldt & Knipe (2007: 186) argue that project managers are important to guide the institution towards achieving their institutional objectives.
- ❖ During the planning phase councillors and senior managers should ensure that projects adopted in the STRS are in accordance with available human, financial and machinery resources. This is important so that the institution does not create impression of ambiguous strategy while there are no resources for implementation.

- ❖ It is emphasised that the council at this stage should consider to set goals and objectives that talk to urban revitalisation and this must be done through outlining long term and short term goals so as to ensure effective implementation.
- ❖ All standing committee must have regular item on update on STRS particular for the role that their standing committee plays in the implementation of the programme. This is validated by argument by (Van de Waldt & Knipe 2007: 133) when they suggest that the role of councilors in local government is through committees and therefore project managers have to report to committees as members prescribe.
- ❖ There should be constant monitoring and evaluation of the implementation by STRS by the Steering Committee and monthly reports should be submitted to the EXCO.
- ❖ External stakeholders such as traditional leaders and business operators must be involved in the implementation of the strategy through involvement in the steering committee. The role of traditional leaders is instrumental in the land disputes and could assist during rezoning measures.
- ❖ Partnership with business sector in some identified projects of the strategy could help reduce pressure in the municipality and can fast track the implementation process. Du Plessis (2013: 72) believes that private sector often make use of more revolutionary methods and technology. In this regard Koma (2012: 57) contents that it is important for all municipalities to actively develop mechanisms to ensure resources and investment initiatives from both public and private sectors in order to meet their development targets.
- ❖ Partnership with business sector in Small Town Revitalisation Strategy projects could therefore improve implementation, as well as increase effectiveness of the strategy.
- ❖ The role of other spheres of governance should be articulated and both national and provincial governments must be lobbied to provide both technical support and financial resources.
- ❖ Involvement of local people to enhance cooperation and ownership.

- ❖ The municipality should benchmark revitalisation program with other municipalities in similar conditions.
- ❖ There must be allocation of clear and specific roles and responsibilities to various departments involved. Implementation framework must be developed with understandable guidelines which should indicate who does what, when and how and amount of resources to be utilised. This system of planning is referred to as strategic approach.  
According to Forbes (2001) strategic process puts it clear who do what, targets, indicators, timeframes and budget. Van de Waldt & Du Toit (2011: 401) ascertain that by looking at the respective government institutions and their activities from a systems perspective, public managers can orient themselves in terms of government as a whole and determine their unique contribution to it.
- ❖ In order to ensure that all municipal departments contribute in the implementation of the revitalisation strategy, it is further recommended that key performance area for small town revitalisation should be added to senior manager's performance contracts.
- ❖ There should be constant monitoring and evaluation of the implementation of the suggested reviewed small town revitalisation strategy. In order to track progress in the implementation performance indicators should be concrete so that the work in progress can be measurable.

### **7.3 Future research areas**

This research contributes to the vast array of activities by institutional structures and systems in the implementation of small town revitalisation. It has therefore not covered all aspects; and in the process there are some research areas that it proposes to be considered in the future studies. These areas include:

- ❖ Studies on the urban renewal programmes in the Eastern Cape. This is suggested because of limited available literature. Investigation of appropriate Public- Private Partnership model on implementation of Small Town Revitalisation for Local Municipalities in the Eastern Cape.
- ❖ Investigation of town management strategies for the small rural towns.

- ❖ Measures that can be done to keep data at Engcobo Local Municipality.
- ❖ A detailed study on the impact of implementation of small town revitalisation.
- ❖ Similar study that could look for institutional capacity of the municipality to implement IDP programmes.
- ❖ A study on the suitable model for Public and Private Partnership in the implementation of Small Town Revitalisation Strategy.
- ❖ Lastly, this study proposes that evaluation of impact of capacity building programmes at Engcobo Local Municipality should be conducted.

### **7.3 Conclusion**

The main purpose of this study was to assess municipal structures and systems in the implementation of small town revitalisation strategy of Engcobo Local Municipality in Eastern Cape. It commenced by providing background of the study in chapter one where it has been shown that recent studies in various academic disciplines such as Political Science; Urban and Regional Planning and Public Administration have renewed interest on how municipal structures and systems influence implementation of development interventions strategies.

From the foregoing, this study reviewed small town revitalisation strategy implementation from Public Administration perspective. In doing so, it has brought to attention the fact that Engcobo Local Municipality had adopted small town revitalisation in order to redress urban problems such as traffic congestion, urban sprawl and overcrowding however there has been no clear implementation strategy.

This research, therefore, has demonstrated significance of assessment of municipal structures and systems in the implementation of small town revitalisation strategy so as to propose alternative measures which could be employed to improve the situation. In this note the research evolved guided by three objectives namely:

- ❖ To assess role played by municipal structures and systems in the implementation of small town revitalisation.

- ❖ To identify institutional challenges experienced during implementation of small town revitalisation strategy and
- ❖ To propose alternative institutional measures that can lead to effective implementation of small town revitalisation.

A briefly account for the study area's background was done by providing geographical, socio-economic, political and administrative aspects. Synopsis on stakeholders as partners in the implementation of small town revitalisation strategy was shown as well.

Lessons from recent literature from developed countries such as United States of America and Netherlands was employed and it emerged that effectiveness of implementation of small urban renewal programmes in these countries was as a result of emphasis on capacitation of public representatives and officials. Small town renewal experiences from studies from several African countries in sub-sahara such as Nigeria; Cameroon; Burkina Faso; Ghana; Senegal; Zambia; Tanzania; Zimbabwe and South Africa we explored. It emerged from these studies that the role of municipal structures should be clearly defined and implementation strategy should indicate who does what; how; and when for the strategy to be implemented effectively.

Systems theory was employed as guiding theoretical framework and this helped to considered various inputs which impact on the implementation of small town revitalisation. One thing which can be emphasised at this point is that systems theory enabled a comprehensive and holistic approach to answer stated questions in chapter one.

In this study, the data was collected from both fieldwork and desktop; qualitative and quantitative tools were all explained as tools to be used to analyse data. research findings gathered from councillors, senior management, traditional leaders and business operators have indicated the role of structures and systems is crucial and also the participation of external factors such as community development workers, traditional leaders, business sector .

From the findings it has been discovered that Engcobo Local Municipality has an overarching responsibility to implement adopted Small Town Revitalisation

Strategy. In expedition of this responsibility, it has been learned that ELM should review its strategy and the role of municipal council structures in the implementation process should be clearly articulated and partnership with external stakeholders such as traditional leaders and business community should be encouraged for efficient implementation of the small town revitalisation strategy.

To achieve the ideals encapsulated in the National Development Plan 2030 vision of South Africa and in the Urban Development Framework, the lessons learnt from this study need to stimulate similar research in other local municipalities of the Eastern Cape Province.

The study has therefore emphasised multi-dimensional, comprehensive and integrated approach during implementation. Social researchers particularly Public Administration scholars would certainly benefit from the systematic approach employed. Continuous research on strategies for urban renewal and institutional analysis had been suggested as some of the yardsticks towards effective implementation of STRS. This study, thus, ends on the note that municipal structures and systems have pivotal role towards the efficient implementation of small town revitalisation strategy.

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## APPENDICES

### APPENDIX 1: LETTER REQUESTING PERMISSION

P O BOX 10

CLARKEBURY

5024

08 August 2015

The Municipal Manager

P. O. BOX 24

Engcobo

Dears Sir

I, the undersigned Zibele Xuba am registered student at University of Fort Hare. I am currently pursuing a research titled **An Assessment of Municipal infrastructures and Systems and their implications on the Small Town Revitalisation Strategy, Engcobo Local Municipality, Eastern Cape**. This is meant for partial fulfilment of Master of Public Administration degree.

I kindly request you to assist me with information pertaining to small Town Revitalisation implementation and allow me to conduct interviews and distribute questionnaires to councillors and managers. Information provided will be strictly used for academic purposes and cooperation will be kept by maximum confidentiality.

For any queries or further clarification I can be contacted at 078 405 8462, zsxuba@gmail.com or my warm heartedly supervisor Professor D. R. Thakhathi at 040 639 2445 or 079 516 5999

Thank you in anticipation of your positive response.

Yours faithfully

Mr Z. Xuba Student number **2013173340**

### **APPENDIX 3: LETTER OF INTRODUCTION**

June, 2015

#### **TO WHO IT MAY CONCERN**

I, the undersigned Zibele Xuba am registered student at University of Fort Hare. I am currently pursuing a research titled **An Assessment of Municipal Infrastructures and Systems and their implications on the Small Town Revitalisation Strategy of Engcobo Local Municipality, Eastern Cape**. This is meant for partial fulfilment of Master of Public Administration degree.

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Thank you in anticipation of your positive response.

Yours faithfully

Z Xuba

Student number **2013173340**

**APPENDIX 4 RESEARCH QUESTIONNAIRE**

**AN ASSESSMENT OF MUNICIPAL INFRASTRUCTURE AND SYSTEMS  
AND THEIR IMPLICATIONS ON THE SMALL TOWN REVITALISATION OF  
ENGCOBO LOCAL MUNICIPALITY, EASTERN CAPE.**

**ADDRESSED TO MUNICIPAL COUNCILLORS**

**INSTRUCTION: Please answer the following questions as briefly as possible**

1. How old are you?

18- 35 [ ]

36-55 [ ]

56 upwards [ ]

2. When did you join the Engcobo Local Municipality?

Before 1994 [ ]

1994 [ ] - 2000 [ ]

2000 ] - 2014 [ ]

3. Which role are you currently serving?

Ward councilor [ ]

Ordinary Proportional Representative Councilor [ ]

Member of Executive committee [ ]

Other specify.....

4. In which standing committee or department are you serving?

Corporate Services [ ]

Budget and Treasury [ ]

Infrastructure [ ]

Integrated Planning and Economic Development [ ]

Waste Management [ ]

5. Is your standing committee or department involved in small town revitalisation?

Yes [ ]

No [ ]

6. If yes explain how

.....  
.....  
.....  
.....

7. If no could you please provide reasons

.....  
.....  
.....  
.....  
.....

8. What are the institutional structures or committees responsible for small town revitalisation implementation?

.....  
.....  
.....  
.....  
.....

9. Can you explain what these structures do in regard to the implementation of small town revitalisation strategy?

.....  
.....  
.....  
.....  
.....

10. Where can you rate the implementation of small town revitalisation strategy on this local municipality?

Low [ ]

Medium [ ]

High [ ]

11. Can you explain the reasons for your rating in number 10?

.....  
.....  
.....  
.....

12. What are the challenges do you think are experienced for the implementation of small town strategy?

.....  
.....  
.....  
.....  
.....

13. What can be done to solve the problems that you have highlighted above?

.....  
.....  
.....  
.....

14. Any other views or suggestion?

.....  
.....  
.....  
.....  
.....

***Thank you very much for your time and patience!***

**APPENDIX 5 RESEARCH QUESTIONNAIRE**

**QUESTIONNAIRE**

**AN ASSESSMENT OF MUNICIPAL INFRASTRUCTURE AND SYSTEMS  
AND THEIR IMPLICATIONS ON THE SMALL TOWN REVITALISATION OF  
ENGCOCO LOCAL MUNICIPALITY, EASTERN CAPE.**

**QUESTIONNAIRE ADDRESSED TO PRIVATE SECTOR AND  
TRADITIONAL LEADERS**

**INSTRUCTION:** Please answer the following questions as briefly as possible

1. How old are you?

18-35 [ ]

36-55 [ ]

56-upwards [ ]

2. How long have you been staying at Engcoco local Municipality?

Past 5 years [ ]

10-20 years [ ]

More than 20 years [ ]

3. What is your occupation? Traditional leader [ ]

Business operator [ ]

4. Is your institution or occupation involved in the implementation of small town  
revitalisation strategy?

Yes [ ]

No [ ]

5. If yes how

.....  
.....  
.....  
.....

6. If no could you provide reasons

.....  
.....  
.....  
.....

7. Where can you rate the implementation of small town revitalisation at Engcobo?

Low [ ]

Medium [ ]

High [ ]

8. What do you think can be done to improve implementation of small town revitalisation strategy?.....

.....  
.....  
.....  
.....  
.....

9. Any other views or suggestion towards improving the implementation of small town revitalisation by Engcobo Local Municipality?

.....  
.....  
.....  
.....  
.....

***Thank you very much for your time and patience!***

## **APPENDIX 6\_INTERVIEW SCHEDULE**

### **INTERVIEW SCHEDULE ON AN ASSESSMENT OF MUNICIPAL INFRASTRUCTURE AND SYSTEMS AND THEIR IMPLICATIONS ON THE SMALL TOWN REVITALISATION OF ENGCOBO LOCAL MUNICIPALITY, EASTERN CAPE.**

**Hint:** this schedule was used in a user friendly manner to guide the researcher on key questions he should ask during the interviews. Flexibility on rephrasing questions was upheld at all the time

**Instruction:** the researcher all the time should ensure that he is punctual in terms of time and prior arranged venue. Proceedings could either take place in English or IsiXhosa depending on the comfort of the interviewee.

1. Greetings
2. What is your place of origin?
3. What is your current occupation?
4. Are you involved in the implementation of small town revitalisation strategy?
5. What structures are involved in the implementation of small town revitalisation in this municipality
6. What problems are experienced during the implementation
7. What do you think can be done to ensure that small town revitalisation is implemented effectively
8. Any other views or comments in regard to the institutional capacity of small town strategy of Engcobo Local Municipality?

***Thank you very much for your time and patience!***

## **APPENDIX 7 DATES OF INTERVIEWS**

This mini-dissertation used a small number of interviews. In line with stipulated research objectives and guided by interviewee schedule in appendix, interviews were held with the following research participants on the mentioned date.

Municipal Manager on the 23 / 08/2015

Director Corporate Services 24/08/2015

Director IPED 25/08/2015

Chief Financial Officer 26/08/2015

Infrastructure Development 26/08/2015

Assistant Manager Spatial Planning 28/08/2015

Assistant Manager IDP and PMS 28/08/2015

## DECLARATION

This serve to confirm that I Zibele Xuba a Master of Public Administration student at University of Fort Hare has planned and executed this mini research through following all University of Fort Hare requirements. I have upheld the University research ethical principles such as honesty, integrity and confidentiality. I have ensured that all sources have been acknowledged through proper referencing as fully instructed by the university code of conduct and guided by my supervisor.

The arrangement; presented research findings; interpretations; recommendations and conclusion are my own, therefore, I remain responsible for the output earned.

Student Name: Zibele Xuba

Student Number: 201317330

Signature: .....

Date 14-11-2015

Supervisor: Professor D. R. Thakhathi

Signature: .....

Date: .....

## **DEDICATION**

This research work is unequivocally dedicated to my late dear sister Phumeza Square Xuba. She passed on while I was busy with my Master of Public Administration studies. She was an aspirant scholar, a good friend, loving and very supportive sibling. Tributes to my late grandfather from maternal side Nozozo Mbombo and grandmother from paternal side Maria Xuba nee Molaudi for their. May their souls rest in peace!

## **ABSTRACT**

This study was conducted at Engcobo Local Municipality in the Eastern Cape Province to assess the role of municipal structures and systems in the implementation of small town revitalisation strategy. From onset, it highlights that numerous attempts to implement small town revitalisation have failed because of lack of institutional capacity. In addressing this problem, the study outlined the following objectives.

- ❖ To assess role played by municipal structures and systems on implementation of small town revitalisation.
- ❖ To identify institutional challenges experienced during implementation of small town revitalisation strategy.
- ❖ To propose alternative institutional measures that can lead to effective implementation of small town revitalisation.

In achieving the study's objectives; literature from both developed and developing countries was reviewed and it was learnt that institutional capacity is important for efficient implementation of the strategy. Systems theory was also reviewed so as to provide conceptual basis that underpins this study.

Data was collected through primary methods and secondary sources. Research participants were chosen by random sampling from councillors, managers, business and traditional leaders. Research findings revealed that there were institutional problems which hinder implementation of the strategy such as lack of competent human resources, insufficient budget and shortages of machinery. Through analysis of findings, the research proposed that small town revitalisation strategy should be reformulated and role of municipal structures be clearly defined. Both councillors and officials should be capacitated. The study further recommended that local people and stakeholders should be involved in the conception and implementation of small town revitalisation strategy. Areas for further research were proposed at the end.

### **Key Concepts**

Public Administration, Assessment, Municipal structures, Municipal systems, Institutional Capacity, Implementation, Small Town Revitalisation Strategy.

## ACKNOWLEDGEMENT

Being alone for many hours behind computer screen was not easy. In order to succeed I leaned in the tower of benedictions. I thank my beloved creator, Almighty God for his grace; love and fellowship. Even when going at times was rather tough I kept Psalm 23 as my shield to success. Through his glory I got the audacity to go through.

This mini-dissertation has materialised as a result of professional relationship developed between me and Professor D.R. Thakhathi. I thank him for his kindness; welcoming heart and for introducing me to the gospel of God. From his teachings I have learnt that inner peace is a powerful tool to success. Thank you very much Professor Thakhathi.

I wish to thank my colleagues at University of Fort Hare and at Engcobo Local Municipality namely Miss Vuyiseka Mviko and Mr Silumko Mahlasela for vibrant analytic discussions, hard work and hospitality they created during our MPA studies. I acknowledge my friend Siphokazi Nkele and mentor Chief Zwelodumo Mtirara for their enthusiasms in my academic excellence.

My lovely family is thanked very much for understanding my absence from family chores. Firstly; my parents Mr Noel Dalibhunga Xuba and Mrs Nowelile Xuba, whose sacrifices are not measureable. I thank you very much and May God richly bless you. My maternal relatives from Mbombo family are thanked as well. My siblings Thembelani, Luleka and late Phumeza are thanked for showing me my strengths and complementing my weaknesses. My in-laws Mr Mcebisi Matata, Mrs Nobuntu Matata, Mr Lungisa Matshisi and Mrs Sinentsika Xuba nee Ngetyi are appreciated for welcoming me and certainly for their different contributions in my life.

Lastly, I thank my wife Phakama Matata-Xuba for her unconditional support, and lifelong camaraderie. She endured reading, editing and making suggestions in many drafts towards this final output. Her serenity kept me strong all the way. My only kid ZamaHlubi Sulungeka and nephew Esihle are thanked for understanding, bringing smiles and mostly love they always bestow to me.

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## ACRONYMS

The following acronyms were used throughout this dissertation, although each acronym is explained in full when first used. This list serves as an easy reference to the reader.

**ANC:** African National Congress

**STRS:** Small Town Revitalisation Strategy

**SPSS:** Statistical Package for the Social Science

**PR:** Proportional Representative

**CHDM:** Chris Hani District Municipality

**CDW:** Community Development Worker

**ELM:** Engcobo Local Municipal

**NDP:** National Development Plan

**IDP:** Integrated Development Plan

**MSA:** Municipal Structures Act

**MPA:** Master of Public Administration

**EXCO:** Executive Committee

**SDBIP:** Service Delivery Budget and Implementation Plan

**MEC:** Member of the Executive Committee (Provincial level)

**COGTA:** Cooperative Governance and Traditional Affairs

**LED:** Local Economic Development

**USA:** United States of America

**UDM:** United Democratic Movement

**BTO:** Budget, Treasury and Operations

**ITC:** Information Technology and Communication

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This mini-dissertation has materialised as a result of professional relationship developed between me and Professor D.R. Thakhathi. I thank him for his kindness; welcoming heart and for introducing me to the gospel of God. From his teachings I have learnt that inner peace is a powerful tool to success. Thank you very much Professor Thakhathi.

I wish to thank my colleagues at University of Fort Hare and at Engcobo Local Municipality namely Miss Vuyiseka Mviko and Mr Silumko Mahlasela for vibrant analytic discussions, hard work and hospitality they created during our MPA studies. I acknowledge my friend Siphokazi Nkele and mentor Chief Zwelodumo Mtirara for their enthusiasms in my academic excellence.

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## ACRONYMS

The following acronyms were used throughout this dissertation, although each acronym is explained in full when first used. This list serves as an easy reference to the reader.

**ANC:** African National Congress

**STRS:** Small Town Revitalisation Strategy

**SPSS:** Statistical Package for the Social Science

**PR:** Proportional Representative

**CHDM:** Chris Hani District Municipality

**CDW:** Community Development Worker

**ELM:** Engcobo Local Municipal

**NDP:** National Development Plan

**IDP:** Integrated Development Plan

**MSA:** Municipal Structures Act

**MPA:** Master of Public Administration

**EXCO:** Executive Committee

**SDBIP:** Service Delivery Budget and Implementation Plan

**MEC:** Member of the Executive Committee (Provincial level)

**COGTA:** Cooperative Governance and Traditional Affairs

**LED:** Local Economic Development

**USA:** United States of America

**UDM:** United Democratic Movement

**BTO:** Budget, Treasury and Operations

**ITC:** Information Technology and Communication