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**AN EVALUATION OF THE IMPLEMENTATION OF FREE BASIC SERVICES AS A POVERTY
ALLEVIATION PROGRAMME IN AMAHLATHI LOCAL MUNICIPALITY: 2008-2011
(EASTERN CAPE)**



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SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT

DEPARTMENT OF PUBLIC ADMINISTRATION

UNIVERSITY OF FORT HARE

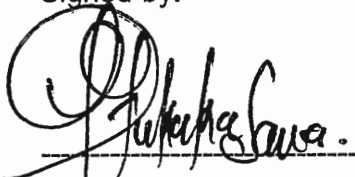
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**COMPLETED
APRIL 2011**

DECLARATION

I, the undersigned, Luthando Camagwini Fuku, hereby declare that this dissertation is my original work and it has not been forwarded to any academic institution for degree or diploma purposes. I therefore cede all copyrights to the University of Fort Hare.

Signed by:


L.C. FUKU

29 APRIL 2011



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DEDICATION

I dedicate this research project to my late father, "The Great Elephant" Mhlekhaya Fuku, a great school manager, a renowned educationist and the pillar of my strength, who has made it possible for me to be where I am today.



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The success of this study has been made possible by many individuals, who are so close and special to me in various ways.

First, I want to thank the Almighty God for blessing me with wisdom to make this project a success.

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ABSTRACT

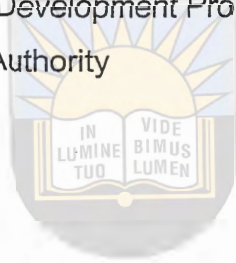
The primary focus of this study is to evaluate the impact of free basic services (FBS) implementation with special reference to Amahlathi Local Municipality. FBS is one of the poverty alleviation programmes that are on centre stage of cushioning the poor against vulnerability. The implementing organ of this programme lies with local municipalities, because of being in the centre of services delivery. The role played by the national sphere of government in this regard, is the funding through the Equitable Share allocation and formulation of National Policies that will guide the FBS implementation process. The provincial tier of government should provide the hands on support to municipalities to ensure that, all the necessary systems are in place for rolling out FBS and assist municipalities to unlock the blockages experienced during the FBS implementation process.

The data, which have been collected from different respondents in various areas around the municipality, have given this research project enough clarity to explore all angles, which are crippling proper implementation of FBS in this municipality. This case study has made a provision for possible remedial actions to be undertaken by the municipality and other relevant stakeholders involved in terms of turning things for the better towards the improvement of FBS implementation to ensure a speedy provision of these services to the rightful indigent beneficiaries.

ABBREVIATIONS AND ACRONYMS

ABET	-	Adult Based Education & Training
ANC	-	African National Congress
CDW	-	Community Development Worker
CFO	-	Chief Finance Officer
DECOG	-	Department of Cooperative Governance
DEDEA	-	Department of Economic Development & Environmental Affairs
DLGTA	-	Department of Local Government and Traditional Affairs
DM	-	District Municipality
DoE	-	Department of Energy
DWA	-	Department of Water Affairs
ECEF	-	Eastern Cape Energy Forum
ESKOM	-	Electricity Supply Commission
FBAE	-	Free Basic Alternative Energy
FBE	-	Free Basic Energy
FBRR	-	Free Basic Refuse Removal
FBS	-	Free Basic Services
FBSan	-	Free Basic Sanitation
FBW	-	Free Basic Water
FBWSTT	-	Free Basic Water & Sanitation Task Team
GEAR	-	Growth Empowerment and Redistribution
H/H	-	Households
HSRC	-	Human Sciences Research Council
IDP	-	Integrated Development Plan
IGR	-	Inter-Governmental Relations
LED	-	Local Economic Development
LM	-	Local Municipality
MDG	-	Millennium Development Goals

MIG	-	Municipal Infrastructure Grant
MM	-	Municipal Manager
NER	-	National Electricity Regulator
OMR	-	Operations, maintenance & repair
PFMA	-	Public Finance Management Act
RDP	-	Reconstruction & Development Programme
RSA	-	Republic of South Africa
SABC	-	South Africa Broadcasting Corporation
SALGA	-	South African Local Government
UNDP	-	United Nations Development Programme
WSA	-	Water Service Authority



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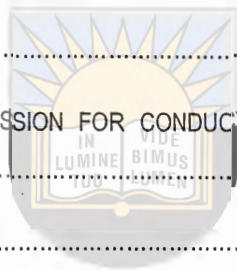
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CHAPTER ONE

BACKGROUND AND GENERAL ORIENTATION OF THE STUDY

1.1 INTRODUCTION

The study is focused on the evaluation of the implementation of the free basic services (FBS) as a free basic poverty alleviation programme in the Amahlathi Local Municipality. This chapter will present the general orientation of the study. This includes an insight into the constitutional framing of free services and the subsequent relationship between the FBS programme and public administration. The chapter will also include the statement of the problem and the key objectives of the study as these aspects formulate the core scope of this investigation. Then the chapter goes on to include the justification of the study and the ethical considerations that should be observed when undertaking the primary investigation. These ethical considerations are consistent with the technical expectations of the social research. In addition, the outline of the chapters, which act as a guideline of the research report, will also be provided.

1.2 STATEMENT OF THE PROBLEM

FBS are funded by a conditional grant known as the Equitable Share that is provided for through the Department of Cooperative Governance and Traditional Affairs (DECOG) in collaboration with the National Treasury to the district and local municipalities. The aim of this financial allocation is to enable indigent households to have access to FBS, these are free basic water, and free basic sanitation, free basic energy/alternative energy and free basic refuse removal. The challenge is that Amahlathi Local Municipality fails to reach out to deserving households effectively and efficiently, therefore leading to the exclusion of a significant number of indigent households from accessing these services. The RSA Constitution 1996 states that government should adopt an inclusive and

unitary approach to provide services and benefits without discrimination on the grounds of race, gender and disability. This means that during the municipal indigent policy implementation, FBS must be accessible to all residents, including those who are marginalized, living in informal settlements as well as rural areas. Failure to reach these indigent households effectively and efficiently may be due to maladministration at the local government sphere, as well as weaknesses of institutional linkages between local and provincial government. The other major drawback is the limited opportunity for community participation or lack of a vibrant civil society that can further improve the processes of provision of free basic services. According to Mapunye (2003:14), the limitation of public participation in the processes of policy implementation is one major challenge to the achievement of the development aims, especially in poor communities.



1.3 FREE BASIC SERVICES AS A CONSTITUTIONAL RIGHT

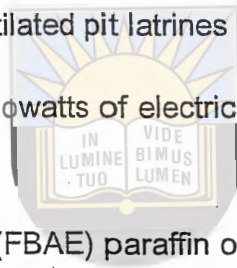
The RSA Constitution, 1996, in the Bill of Rights provides scope for the promotion of access to FBS. In Chapter 10, the Constitution outlines the key public administration principles, which provide the basis for improved management and administration of the FBS programme. The following principles are carefully selected to shape the scope of the study, as key reference parameters that should shape the overall implementation of FBS in the Eastern Cape Province.

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective use of resources must be promoted.
- Public administration must be development-oriented.
- Services must be provided impartially, fairly, equitably and without bias.
- People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- Public administration must be accountable.

- Transparency must be fostered by providing the public with timely, accessible and accurate information.

FBS are one of the interventions of the Developmental State, aimed to alleviate poverty in vulnerable households. The FBS package includes:

- free basic water (FBW) 6 kilolitres of water per household per month,
- free basic sanitation (FBSan) three or more kilolitres of water for water borne toilets in urban areas and ventilated pit latrines in the rural areas,
- free basic energy (FBE) 50 kilowatts of electricity to those, who are connected to grid electricity,
- free basic alternative energy (FBAE) paraffin or bio ethanol gel and solar energy to indigent beneficiaries, who are residing in non-electrified areas, and
- free basic refuse removal (FBRR). In this case, subsidy is granted to all indigent households for refuse removal to ensure healthy and safe environment (National Guidelines for the Implementation of National Indigent Policy, 2006).



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In most cases, those indigent households in the rural areas are faced with low income and they are part of the indigent, demographic cohorts that access these services through Local Government. The Constitution of the Republic of South Africa Act, 1996, in the Bill of Rights protects social and economic rights, which include FBS. The role of developmental local government in partnership with the other spheres of government, that is, provincial and national, is to ensure the improvement of access of free basic services by the vulnerable groups.

FBS are, therefore, a poverty alleviation measure that exists to cushion poor households against vulnerability. Access to these services improve the general well-being of indigent households and improve their health standards and economic

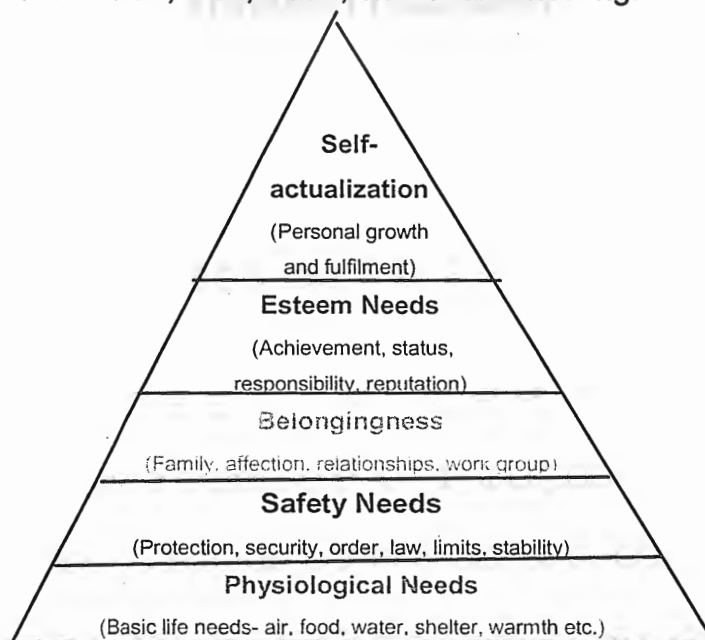
circumstances. The implementation of a FBS policy becomes a progressive government programme that is critical for social transformation.

According to Ake (1981:33), the role of the state is to create opportunities to facilitate the social and economic conditions of the poor directly and indirectly by providing social safety nets that form the basis for poverty reduction. The FBS programme therefore, if it is properly implemented within the framework of public administration principles, will bring about results oriented poverty alleviation.

1.4 THEORETICAL FRAMEWORK

1.4.1 Maslow's Theory of Needs

This study's theoretical framework is drawn from the Basic Needs Theory or Maslow's Hierarchy of Needs. In this hierarchy of needs, this investigation will focus at the lower level of needs known as the physiological needs. Amongst other things, this level incorporates issues such as air, food, water, shelter and clothing.



Source: www.businessballs.com/maslow.htm 2010/09/22

Figure 1.1: Maslow's Hierarchy of Needs

The physiological needs consist of the fundamental necessities of life, which are the literal requirements for human survival and these basic needs become predominant when unmet. This theory draws our attention and seeks to address the daily bread and butter issues, which the vast majority of the poor are subjected to, because they cannot have access to these services. According to this theory, the indigents/poor people are placed in the centre of government initiatives of both social and economic development. This theory is also associated with the Batho Pele principles, which are underpinned in the White Paper on Transforming Public Services Delivery. The approach seeks to put pressure on the attitudes and behaviour within the public service in order to put people first in service delivery enhancement. Additionally, this theory also forms linkages with basic values and principles, which are governing public administration (Chapter 10 of the Constitution of RSA), which indicates that people's needs must be responded to and the public must be encouraged to participate in the policy making processes.

1.5 OBJECTIVES OF THIS STUDY

The main aim of the study is to evaluate the impact of free basic services on poverty alleviation in communities falling under the jurisdiction of Amahlathi Local Municipality. This will be achieved through the assessment of the credibility of an indigent policy for FBS implementation and identifying sets of indigents that are receiving FBS's assistance.

The other objective is to assess the processes, through which the FBS are being administered. This is where the public administration capacity of the Amahlathi Local Municipality, to render services, is measured. These processes' assessment will be conducted through observing the criteria, which is used to identify and qualifying indigent beneficiaries, knowledge management systems used to manage indigent data (indigent register), role played by relevant stakeholders in rolling out FBS and the challenges hindering proper implementation of FBS.

1.6 RESEARCH QUESTIONS

The study is informed by key research questions stated below:

- (i) What are the challenges and progress encountered in the implementation of FBS in Amahlathi Local Municipality?
- (ii) To what extent has the provision of FBS in the Amahlathi Local Municipality acted as a cushion against extreme poverty and vulnerability amongst the recipients?



1.7 SIGNIFICANCE OF THE STUDY

This study aims to add value in terms of assisting the municipalities towards the proper provision of FBS. Furthermore, the study should also be of great assistance to the Department of Local Government in generating improvement plans for better facilitation, coordination and monitoring in the provision of FBS to the municipalities and ensuring that service delivery is accessible to the poor communities in a sustainable manner. Therefore, this study is conducted with the intention to find solutions and address challenges in order to improve the proper implementation of FBS.

1.8 DELIMITATION OF THE STUDY

The area of study will be selected areas of Amahlathi Local Municipality. The study is mainly focused on the programme of FBS, which include a basket of services that have been defined above. In addition, this study will focus on the implementation of the FBS programme as it relates to the relationship between the provincial government through the Department of Local Government and the Amahlathi Local Municipality. The study will not investigate any FBS programmes outside the Amahlathi Local Municipality.

1.9 LITERATURE REVIEW

The foundations and pillars of this study are based on the review of literature, which has been stipulated in various pieces of Legislation from the Constitution of the Republic of South Africa, 1996. Numerous journal articles, books, internet resources, provincial and national reports as well as policy documents have been utilized in ascertaining that literature is reviewed before the commencement of this investigation.

In reviewing the literature for this study, the provision of FBS emanates from the Bill of Rights, which is enshrined in chapter two of the Constitution of the Republic of South Africa Act, 1996. The Constitution highlights the right of all citizens to have access to the basic level of services. This places a mandate on Government to find means and ways to ensure that all citizens are afforded this right. In this regard, the provision of the basic level of services, more especially for the poor, is not a privilege but a fundamental human right. According to English and Stapleton (1997), a human right is an entitlement or legal claim one has by virtue of being human against the State.

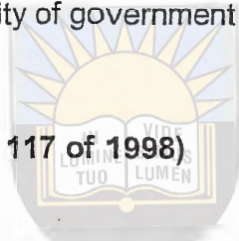
In protecting these rights, the South African government has developed various public institutions and a number of acts which ensure that social allocations of resources are provided to communities in a sustainable manner, for example the following:

1.9.1 Constitution of the Republic of South Africa Act, 1996

The Constitution seeks to ensure that all people, more especially the poor, have access to basic services, such as, water, electricity, sanitation, adequate housing, refuse removal and many others. In this case, public service delivery does not become solely a government responsibility, but also a Constitutional obligation. Section 41(1) of the Constitution provides that all spheres of government and all organs of state, within each sphere, should adhere to the following principles:

- Preserve peace, national unity and the indivisibility of the Republic;

- Secure the well-being of the people of the Republic;
- Provide effective, transparent, accountable and coherent government for the Republic as a whole;
- Be loyal to the Constitution, the Republic and its people;
- Respect the Constitution status, institutions, powers and functions of the spheres of government and exercising powers; and
- Perform functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere.



1.9.2 Municipal Structures Act (Act 117 of 1998)

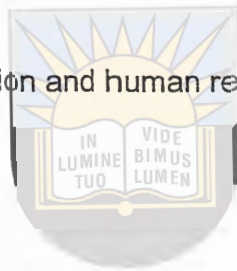
The Municipal Structures Act enables the establishment of the following:

- Municipalities in accordance with the requirements relating to categories and types of municipalities;
- Criteria for determining the category of the municipality to be established in an area,
- Defining the types of municipalities that may be established within each category;
- Providing for an appropriate division of functions and powers between categories of municipalities;
- Regulating the internal systems, structures and office bearers of municipalities;
- Providing for appropriate an electoral system; and
- Providing for matters in connection therewith.

1.9.3 Municipal Systems Act (Act 32 of 2000)

The fundamental objective of this act is to provide the framework for local government functioning and includes amongst other things the following aspects:

- Integrated development planning (IDP);
- Community participation;
- Municipal services;
- Performance management;
- Local government administration and human resources;
- Credit and debt collection.



The above means that, municipalities have a right to govern, on their initiative, the local government affairs of their communities guided by the provincial and national legislation. This act affords municipalities an opportunity to:

- Provide democratic and accountable government for all communities;
- Ensure the provision of services to communities in a sustainable manner; and
- Promote an active involvement of communities and community organizations in matters of local governance.

1.9.4 Public Finance Management Act (Act 1 of 1999) and Municipal Finance Management Act (Act 56 of 2003)

The Public Finance Management Act (PFMA), in particular deals with the regulation of financial management in all three spheres of government, to:

- Ensure that all revenue, expenditure, assets and liabilities of those governments are managed efficiently and effectively;

- Provide for the responsibilities of persons entrusted with financial management in those governments; and
- Provide for matters connected therein.

So, the PFMA is the most important piece of legislation that seeks to promote an excellent financial management in order to accelerate service delivery and ensures accountability on results or performance.

The above-mentioned acts came into existence for the main purpose of managing public finances, which are provided by National Treasury to all the three spheres of government. These Acts are also tools used by national government to ensure that the state funds are utilized in an effective and efficient manner to enhance accountability, social and economic development of communities. In other words municipalities must manage its administration and budgeting processes to give priority to the daily bread and butter issues, which are affecting vulnerable people in communities.

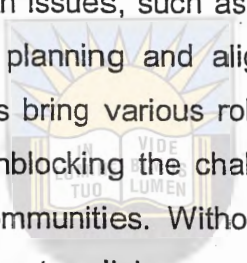
1.9.5 Intergovernmental Relation Framework Act (Act 13 of 2005)

Section 41(2) of the RSA Constitution indicates that South Africa is a unitary state with three spheres of government. Primarily, this act talks about distinctive, interdependent and interrelated relations, which exist between these three tiers of government. This act also establishes nine provincial governments as well as 283 municipalities and the primary location of Inter-Governmental Relations (IGR) is within the Department of Cooperative Governance and Traditional Affairs. This cooperative approach is based on trust, good faith and partnership rather than control and authority. In this case all spheres of government are regarded as equal partners. The main objectives of IGR are as follows:

- Coherent government;
- Promote and facilitate cooperative decision making;

- Ensure policies and programmes across all spheres of government encourage service delivery;
- Monitor the implementation of policies and legislation; and
- Realize national priorities.

This act also promotes the establishment of the coordinating structures of IGR to manage the conduct of IGR, settling of disputes, monitoring and reporting to Parliament. These structures are also dealing with issues, such as, the implementation of national policy and legislation, development planning and alignment of provincial and local strategic plans. These IGR structures bring various role players together so that they are enabled to contribute towards unblocking the challenges, which might hinder the social allocation of resources to communities. Without effective operational IGR in South Africa, sustainable development policies, projects and programmes cannot succeed.



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1.9.6 Water Services Act (Act 108 of 1997)

The primary objective of the act is to provide for, inter alia:

- The right to access to basic water supply and the right to basic sanitation necessary to ensure sufficient water and an environment, which is not harmful to human health and well-being.
- Setting of national standards, norms and standard tariffs in respect of water services.
- Preparation and adoption of water services development plans by water service authorities.
- Regulatory framework for water service institutions and water services intermediaries.

- The establishment and disestablishment of water boards and water services committees and their duties and powers.

On the other hand, the provision of the basic level of services should alleviate poverty amongst the poor communities around the country. Poverty is located throughout South Africa, across the full range of settlement types from deep rural to the inner cities.

Due to the inequitable economic development policies of the past, which centred on Apartheid, with the so-called "homeland" system, being the manifestation of this policy, the vast majority of South Africans, more especially the Africans, remained excluded from the formal economy. The experience of economic exclusion of indigent households is often linked to exclusion from basic level of services. According to Wilson and Ramphela (1999), poverty is defined as communities that do not know where their next meal will come from. Poverty is also defined as a difficulty in obtaining the basic energy necessary for cooking, heating and lighting.

In other words, the provision of the basic level of services should not just be lip service. These services should bring "freedom" to the poor communities in the sense that indigent households, who are receiving these services, should be free from the bondage and suffering of travelling long distances to fetch water from rivers and dams, as well as collecting wood from forests to meet their energy needs. Through the provision of the basic level of services, the poor communities should be able to save time and money as well as afforded an opportunity of living a better and healthier life style. These aims should obviously lighten the burden of community members, returning both resources and time to them. Therefore, communities should be able to use money for other purposes and engage in other economic activities because of not having to pay for basic services.

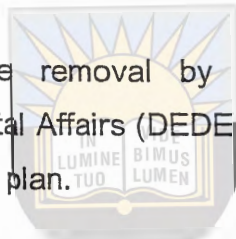
It has also been said that one's right is another person's duty or responsibility. In this case, the Constitution of the Republic of South Africa, 1996, also determines that the Department of Cooperative Governance and Traditional Affairs (CoGTA), through the

National Indigent Policy Guidelines should take the lead in ensuring that the basic level of services are made available to the vulnerable communities in a sustainable manner.

In this regard, various national and provincial FBS documents will be strongly utilized to clarify the fundamental aspects for proper implementation of FBS in municipalities.

These documents include:

- Policy on free basic energy by the Department of Energy (DoE);
- Policy on free basic water and sanitation by the Department of Water Affairs (DWA);
- Policy on free basic refuse removal by the Department of Economic Development and Environmental Affairs (DEDEA) and a document on free basic services communication action plan.



The Constitution, as the supreme law of the country also indicates the developmental duties of the local municipalities as managing its administration, budgeting and planning processes to give priority to the basic needs of communities.

Despite government intervention through the provision of free basic services as a poverty alleviation strategy, many communities are still struggling in terms of accessing these services although funds and other means are provided to the Amahlathi Local Municipality for the execution of these services. These issues need urgent attention to harness service delivery, speedily addressing and redressing the imbalances of the past and bring poverty to a standstill.

1.10 RESEARCH METHODOLOGY

The target group of people that will provide the relevant information when carrying out this exercise will be the municipal officials, i.e. the Municipal Manager (MM), Chief Finance Officer (CFO), an Income Accountant and Community Development Workers (CDWs). Sampling will also be drawn from the members of the community, who are residing in both urban and rural areas.

The data collection process for this study will be conducted through interviews and questionnaires. The national, provincial and municipal policy documents will also be instrumental in this study. Computer databases, internet and secondary resources will add value in achieving the objectives of this study.

Both qualitative and quantitative approaches will be used in this research. The quantitative approach will be used when dealing with statistics of indigent beneficiaries, that is, the total number of indigent households versus the total number of households within Amahlathi Local Municipality. The quantitative approach will include the statistical data of indigent households, who are accessing free basic water & sanitation, free basic energy & free basic alternative energy, free basic refuse removal. Backlogs due to non-provision of these services to qualifying indigent beneficiaries will also be included.

The qualitative approach will be utilized in supplying narrative information or explanations about both human and social activities during the research process, for example:

- Who qualifies for indigent support?
- How do people access the FBS?
- FBS communication strategy for awareness in communities;
- Registration and verification processes of indigent applicants;
- Integrated planning between the district and local municipalities;
- Optimal use of Equitable Share allocation;
- FBS coordination within the municipality.

1.11 RESEARCH SITE

The research site will be primarily selected areas of Amahlathi Local Municipality in Amathole District Municipality in the Eastern Cape Province. Poverty is one of the critical challenges, which is affecting this municipality and it has a gender dimension with female-headed households, reflecting greater social and economic vulnerability. This local municipality has highlighted in its Strategic Plan that there are challenges of poverty, high rate of unemployment, and therefore a greater demand of the social services, such as, the FBS. This municipality is one of the eight local municipalities, which constitute the Amathole District Municipality and it has a total population of about 139 035 and 36 389 households.



Source: www.amahlathi.co.za/ECMapJPG.jpg 26/10/2010

Figure 1.2: Physical Map of Amahlathi Local Municipality

Amahlathi Municipal area comprises 20 wards and is characterized by a range of settlement patterns and associated land uses, including formal urban areas, formal and informal rural areas as well as extensive privately owned farmland. About 17% of the active population is employed within the municipality and about 23% of the population is unemployed. Amahlathi Municipality is bordered by Intsika Yethu Municipality in the north-west, Lukhanji Municipality in the north, Mnquma and Great Kei Municipalities in the east, Buffalo City Municipality in the south and by Nkonkobe Municipality in the west. This municipality consists of the urban and rural areas of Stutterheim, Keiskammahoek, Cathcart, Kei Road and Tsomo. The town of Stutterheim is the largest service node in the municipality, however, services and markets are also sought in East London and King William's Town (Amahlathi Municipal Integrated Development Plan: 2010/2011).



1.12 ETHICAL ISSUES APPLICABLE TO THIS STUDY

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This research will take into account that all the respondents, during the interviews, are informed beforehand about the idea behind the research project. The study will ensure that the respondents are not harmed in both physical and emotional manner during the process of the research project. This research project will also not force or threaten respondents to provide any information. The respondents should proffer the information on a voluntary basis and be informed that they are at liberty to withdraw from the process at any time. This investigation will also respect and exercise the right to privacy of any individual, who has participated in the research project. It is based on the right to privacy that the information, to be collected, will be handled with a great deal of confidentiality.

1.13 OUTLINE OF CHAPTERS

The study will be organized into 5 Chapters, summarized below:

- Chapter One, introduced the background and general orientation of the study that included the statement of the problem and the aims of the research.
- Chapter Two, will reveal the literature review framework, related to FBS and poverty alleviation, in South Africa.
- Chapter Three will outline the research methodology, which will include the research design and the processes of data collection methods.
- Chapter Four will present the research findings and provide data analysis using procedures that are technically consistent with the social research.
- Chapter Five will draw the research conclusions, provide recommendations and suggest generalizations.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

Historically, the South African Constitutional Act of 1909 was meant to unite the Boer Republics and the British Colonies into a single sovereign state. This Act promoted the segmentation of administration into four provinces namely: Transvaal, Orange Free State, Natal and Cape Province. That Act was intensified by the segregation policy of apartheid, which was introduced in 1948. As a result, the apartheid government passed a number of legislations, which were aimed at oppressing the rights of the African people. In addition, this system of government was also designed to spend public resources and deliver services along racial lines. The budget decisions were centralized and the small minority of whites benefited from all forms of development. On the other hand, the apartheid system of government deprived the African people of the means to meet their daily needs. As a result, many African people were subjected to all forms of hardship, starvation/poverty, underdevelopment, homelessness and marginalization. Overall, this wave of poverty and underdevelopment, among the African people, which is being witnessed today, was enforced by these racist policies of apartheid.

2.2 DEFINITION OF KEY TERMS

2.2.1 Indigent households

Due the high level of unemployment, poverty and underdevelopment, within various municipal areas in South Africa, there are households or people, who are unable to access or pay for basic services. This classification of people is referred to as "indigent". The Concise Oxford Dictionary refers to the word "indigent" as *needy or poor*. This therefore, means that an indigent person is someone, who is lacking the necessities of

life. Furthermore, an indigent household is a group of individuals, who are lacking the necessities of life, residing within a single dwelling, partaking in common activities and mutually depending upon each other for survival. The necessities of life may include the following, *sufficient clean water, basic sanitation and refuse removal, environmental health, basic energy, health care, housing, food and clothing*. In South Africa, anyone who does not have access to these goods and services is considered as indigent or poor.

2.2.2 Poverty

In the view of the African Development Bank (ADB, 2007) "poverty" is a deprivation of essential assets and opportunities, to which every human is entitled. However to better understand poverty, it is important to break it into three manageable layers, which are:

- **Human poverty**, the lack of essential human capabilities, notably literacy and nutrition;
- **Income poverty**, the lack of sufficient income to meet minimum consumption needs; and
- **Absolute poverty**, the degree of poverty, below which the minimal requirements for survival are not being met. This is a fixed measure in terms of a minimum calorific requirement plus essential non-food components. While absolute poverty is often used interchangeably with extreme poverty, the meaning of the latter may vary, depending on local interpretations or calculations (African Development Bank, 2007).

Kanbur and Squire (2001:12) have a more colourful definition of poverty, where the duo states that poverty implies significant numbers of people are living in intolerable circumstances, where starvation is a constant threat, sickness is a familiar companion, and oppression is a fact of life.

Some scholars have attempted to define poverty by use of “poverty lines” by reference to the income required to avoid poverty (however conceptualised): this is sometimes referred to as an *indirect* definition of poverty (Ringen, 1988:15). In this case, using Ringen’s approach, poverty may also be defined using a set of poverty indicators, which would comprise a *direct* definition of poverty (and in some instances, the set of poverty indicators are then combined to create an index). Therefore, it is possible to choose whether poverty is to be defined *indirectly* in terms of number of Rands, or *directly*, using a set of indicators. There are strengths and weaknesses with both approaches in defining poverty and the following two chapters contain examples of both approaches.

There are some commentators like O’Boyle (1999:22), who believe in the idea that it is not possible to have a poverty definition, which is applicable to and acceptable by everyone. This author argues that poverty evokes a different response from one person to the next, because each one’s answer is a reflection of a personal value system. When value systems diverge, wider agreement on any normative issue becomes more difficult, including how best to define poverty. While this source acknowledges that in almost all circumstances poverty is a problem in unmet human physical need, the writer presents the argument, which has rendered a definition of poverty as impossible. Is the totality of human physical need to be expressed in an absolute sense or a relative sense? That is, does one measure unmet physical need strictly in terms of the things, which are needed to maintain some minimal standard of living, or is it better measured in terms of one person’s income relative to the income of others?

2.2.3 Development

Development can be simply defined as a process of enlarging choices. Every day human beings make a series of choices – some economic, some social, some political, some cultural. If people are the proper focus of development efforts, then these efforts should be geared to enhance the range of choices in all areas of human endeavour for every human being. Human development is both a process and an outcome. It is

concerned with the process, through which choices are enlarged, but it also focuses on the outcomes of enhanced choices. Human development includes not only basic choices, but also additional choices encompassing human freedom, human rights and knowledge. (United Nations Development Programme –(UNDP, 2009).

2.3 TENETS OF THE INDIGENT POLICY

A municipality must develop and adopt an Indigent Policy to ensure that there are systems in place as well as availability of funds to ensure that the indigents can have access to the package of services included in the FBS programme. Generally, the indigent policy seeks to highlight the following:

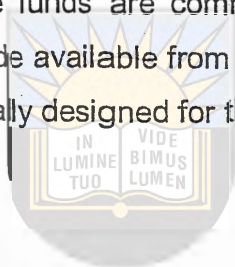
- Municipality's approach in dealing with poverty;
- Municipal criteria to identify the indigents;
- Package of FBS to be provided to the poor;
- Level of services, which will be offered to indigents;
- Monitoring system to manage the indigent;
- Municipal indigent exit strategy;
- Linkages with other municipal policies and strategic plans, such as, the integrated development plan (IDP), communication strategy and poverty alleviation programmes (integrated approach to FBS delivery).

2.3.1 Three parts of an Indigent Policy

There are three parts to a well-functioning indigent policy:

2.3.1.1 Gaining access

In order to have access to these services, which make up the essential package of services to be provided to the indigent, capital investment is strongly required in order to design and construct the necessary infrastructure, including water supply, sanitation and refuse removal systems. These funds are commonly raised through grants and loans, and in addition, grants are made available from the national fiscus. The Municipal Infrastructure Grant (MIG) is specifically designed for this purpose.



2.3.1.2 Maintaining access

Municipalities need to ensure that the services, which are being provided to the indigent beneficiaries, are always available and must be sustainable. This should be achieved through the regular maintenance of infrastructure and systems of delivery. The operations, maintenance and repair (OMR) expenditure, needs to be sourced and made available by the municipality.

To ensure that service infrastructure operates optimally, municipalities need to address the real shortages in skill and capacity, they are currently facing. In order to facilitate sustainable access to these services, municipalities also need to ensure the correct utilization of the basic services component of the equitable share.

2.3.1.3 Targeting the poor

It is the ultimate objective of the FBS programme that the country's defined indigents have access to basic services. The national indigent framework states,

"An indigent policy will only be fully functional once subsidies are targeted in such a way that the indigent benefit and those who are not indigent must pay"(Framework for a Municipal Indigent Policy, 2005).

Municipalities need to have the capacity and resources to align their financial planning so that ultimately, all indigents will be provided with FBS and the municipality will be in a position to sustain the service. Municipalities can leverage the following subsidy sources to develop a subsidy framework for FBS that will benefit the indigent:

- Cross subsidies from non-residential and high-income consumers using the particular service are charged more than what the service costs to generate a surplus used to cover the cost services to the indigent.
- The core administration revenue of the municipality, which includes property rates and electricity surpluses.
- The national fiscus, through the equitable share.

2.4 POVERTY AND UNDERDEVELOPMENT

Poverty is like illness, it shows itself in different ways, in different people and in different situations. South Africa is regarded as one of the countries, whose poverty levels are high. It should be noted that poverty, in general, has something to do with the rural environment and setting, because the rural settlements are associated with dispossession, exploitation, brutality, underdevelopment and backwardness. Against this background, it is important to give a background of the concept of poverty and the theory of underdevelopment.

Underdevelopment, as a theory, can best be identified in three phases where the African people and others, who make up what is generally referred to as the "Third World" came to be dispossessed. Taking into account, the historical context, underdevelopment can be traced to the time of slavery, when able-bodied men and women were taken from the African continent to work in the American and Caribbean colonies. After the slavery came the colonization of the African continent, which was characterized by the subsequent plunder of natural resources as well as abuse of African people to further the colonialists' interests. After colonialism, the next step of underdevelopment was the neo-imperialism where African countries were no longer under the direct control of colonists, but their economies were largely in the hands of multinational corporations. This historical context of underdevelopment is largely advanced by Todaro and Rodney (1983:24). In some instances, this theory is also known as the primitive accumulation theory. Looking at the South African context, the effects of colonialism are difficult to ascertain, but colonialism had a huge impact and laid the foundation for apartheid. The early beginnings of colonial dispossession included the plunder of land and cattle, which were of economic and social importance to African people. It can therefore be argued with certainty that the underdevelopment of the South African majority started with the inception of colonial rule.

According to Porteus and Nadubere (2006:45), poverty is multidimensional and it has psychological dimensions, such as:

- powerlessness,
- voicelessness,
- dependency,
- shame,
- humiliation,
- lack of access to basic infrastructure,
- high level of illiteracy,

- poor health,
- illnesses, and
- vulnerability.

Furthermore, poverty is regarded as the inability of men to be breadwinners and that compels women to go out and become breadwinners in their own ways. In other words, one of the most obvious expressions of poverty is an inability to access income. In this regard, the state has been largely ineffective in reaching the poor despite the fact that it has a huge responsibility or the provider of basic services.

Oscar Kimanuka (2005:23) once wrote an article in a weekly newspaper, which was published in Nairobi,

“Once the idea of poverty as an inescapable fact of life begins to take hold of the mind, it diminishes the person and enslaves the will. Therein lies the challenge we must strive to overcome”.

According to Chambers (1983:14), poverty is understood as a strong determinant of the others. In simple terms, poverty contributes to physical weakness through lack of food, small bodies as well as malnutrition that may lead to low immune responses to infections and the inability to reach or pay for health and other basic services. Since the beginning of time during the pre-historic period, people needed fire for heat, cooking and scare off dangerous wild animals. For millions of people around the world, poverty is also regarded as a difficulty in obtaining the basic energy necessary for cooking, heating and lighting.

Looking at the above arguments, it is evident that there is a clear correlation between the process of underdevelopment, which happened in South Africa and the prevailing poverty conditions. For example, one of the tenets of apartheid, itself a construct of colonialism, is a limit of education opportunities to African people. This has, over time, limited their prospects of employment, business prospects and produced instances of intergenerational poverty.

2.5 CONSEQUENCES OF POVERTY

Consequences of poverty include:

- Breaking up of families;
- Abuse of alcohol and drugs;
- All forms of crime;
- Prostitution;
- Emergence of informal settlements;
- Illiteracy;
- High levels of HIV/AIDS;
- Psychological stress and general disempowerment;
- High level of pregnancy; and
- Starvation, sickness and even death.



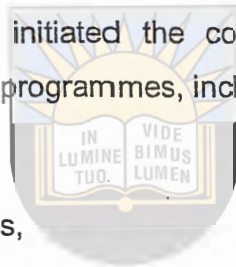
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Poor people in South Africa have common means and ways of having access to basic services, such as, water, sanitation, refuse removal, energy etc, in order to facilitate their productive and healthy engagement in their respective society. Former president

Thabo Mbeki recently said, "Africa has to invest on higher education to combat poverty and underdevelopment" (SABC NEWS, 2010). The main challenge, which is facing all citizens of South Africa and the world, is to overcome poverty by reversing the effects of hopelessness and powerlessness through the government's poverty relief programmes, so that the dignity of the people can be restored.

In South Africa, the delivery of public services remains a challenge and thus the present government has a huge responsibility of redressing the imbalances of the past, which were caused by segregation policies of the past regimes. In the new dispensation, the democratic system of government initiated the concept of a developmental local government with poverty eradication programmes, including, the creation of:

- job opportunities,
- sustainable human settlements,
- provision of water,
- electricity,
- social security,
- education,
- primary health care.



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2.6 MASLOW'S THEORY AND PUBLIC ADMINISTRATION

Maslow's theory is often portrayed as a pyramid, with the largest and most fundamental levels of needs at the bottom, and the self-actualization needs at the top. Maslow's theory suggests that the most basic levels of needs must be met before the individual will strongly desire the secondary or higher needs level. The Basic Needs Theory/Maslow's hierarchy of needs is more relevant in evaluating the impact of FBS implementation in Amahlathi Municipality context. Using the theory, the research seeks

to investigate whether the Amahlathi Municipality is able to fulfil the needs of its communities as mandated by the South African Constitution, 1996 to enable these indigents to initiate ways to development themselves, after their basic and most pressing needs have been supplied.

This theory is linked to public administration in the sense that government structures must provide for the basic needs, which the ordinary citizens cannot provide for themselves. In this regard, public administration involves administrative processes, which need to be observed by public officials when they are carrying their daily duties. According to Cloete (1985:2), public administration has six generic processes, namely:

- Policy-making,
- Financing,
- Organizing,
- Staffing,
- Determining work procedures, and
- Controlling.



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In terms of these generic processes, functional work should be performed in every public institution to provide basic services to communities. The auxiliary functions involve:

- decision-making,
- data collection and data processing,
- programming,
- planning,
- communication,
- system analysis,

- public relations,
- cost accounting, and
- record keeping (Cloete, 1985:3).

These two forms of functions enables the utilization of technological tools, such as, telephones, computers, facsimile machines and other working tools to perform work faster and better, simultaneously saving time and energy. Therefore, administration consists of functions and processes, performed with functional activities to render services and goods to the public.

All these public administration functions and processes are in line with the *National Service Delivery Agreement or 12 National Outcomes* of the present regime. In this regard, government has agreed on 12 outcomes as a key focus of work between now and 2014. Of the 12 National Outcomes, *Outcome 9* is directed at the third sphere of government (local government) that, there should be a “responsive, accountable, effective and efficient Local Government system”. Therefore, *Outcome 9* is linked to seven core functions, namely:

- Implement a differentiated approach to municipal financing, planning and support.
- Improving Access to Basic Services.
- Implementation of the Community Work Programme.
- Actions supportive of the human settlement outcomes.
- Deepen democracy through a refined Ward Committee model.
- Administrative and financial capability.
- Single window of coordination.

2.7 FRAMING PUBLIC ADMINISTRATION AND SERVICE DELIVERY

Service delivery issues of any State forms the integral part of the rights of its citizens. Therefore, the State and its citizens are bound by a social contract, which is in the Constitution or the supreme law of the country. In simple terms, it means the State has a responsibility of rendering services to its citizens in a sustainable manner. In other words, the functions of the State and the rights of its citizens are inseparable. According to Barker (1964:226-228), service delivery is not only a consequence of the rights of persons, it is simultaneously integral to the rights of persons. In explaining this rapport between the two parties, Barker has indicated that public officials do not own any form of authority, but they owe their authority to the community they serve. The practice of public administration, which includes governance, management and implementation of government policies, is fundamental for improved service delivery. The strength of the public institutions to demonstrate the transformational ethos of public administration greatly influences the service delivery outcomes.

2.7.1 Human Social Science Research Council study (2005)

The study by Human Social Science Research Council (2005:54) related to service delivery assessment focusing on local government, arrived at the following summary findings that are central to this study:

- Local government needs to ensure a capacity development programme of well-trained committed, and well-resourced public service in order to facilitate the progressive implementation of policies; and
- Local government should be informed of its conduct with the socio-economic realities in the municipal areas, in order to implement policies in response to the socio-economic realities and service delivery backlogs.

An analytical comment therefore is; there should be a relationship between the province and the local government in the implementation of the indigent policy. The local government is better positioned to provide qualitative direction and focus on FBS resources, which are coordinated by the provincial government. The study by the then Department of Provincial and Local Government (DPLG - 2005) confirms the statements summarized in the HSRC report above, that is, the following are key problems to FBS policy implementation; capacity-resource gaps, management as well as administrative lapses, and a general lack of consistencies in responding to the social and economic challenges.

2.7.2 Fort Hare Institute of Social and Economic Research study (2007)

The study by Fort Hare Institute of Social and Economic Research (2007), entitled “Rapid Assessment of Service Delivery–Vulnerable Group in the Eastern Cape”, concluded there are institutional incapacities that result in poor performance in delivery of services. The study outlined further that there are public administration weaknesses, which are related to the failures to deliver services, in line with the demands of the RSA Constitution. The following are the areas, identified by the study as weaknesses in the implementation of service delivery oriented government policy:

- Poor public partnerships between the three spheres of government and the organs of civil society.
- Poor management principles, especially regarding issues of business planning, targeting and quality of the business of service delivery.
- Centralization of authority, poor lines of delegation and limited devolution a situation that gives power to bureaucratic arrangements as opposed to a pro-service delivery approach to governance.

The two studies discussed in 2.7.1 and 2.7.2, provide scientific reflections that are critical in this study. The limitations of the practice of public administration result in service delivery gaps. For example, local government is the least trusted of all spheres of government in the country. This is evidenced by the study undertaken by the Human

Science Research Council's Social Attitude Survey for 2003, which reflects that only 43% of South Africans actually trust the local government. The main reason behind this is simply that most municipalities are plagued by challenges of failing to deliver what has been advocated in the Constitution and advance the fulfilment of the goals of the present government.

2.8 FBS IMPLEMENTATION CHALLENGES IN AMAHLATHI LOCAL MUNICIPALITY

An Equitable Share allocation by the National Treasury to municipalities is meant, amongst other, things to fund the rolling out of FBS to indigent beneficiaries in a sustainable manner. This funding is also meant to put systems in place to ensure proper implementation of FBS. These systems include the following:

- Development of a credible indigent policy.
- Development of a credible indigent register.
- Indigent registration and verification of indigent applicants.
- To conduct FBS awareness campaigns.
- Monthly provision of FBS to indigent beneficiaries.

The most critical challenge is that the implementation of FBS in Amahlathi Local Municipality is poor. Due to this, a vast majority of indigent beneficiaries are entirely excluded from accessing these services and the non-indigents are benefiting from these, irrespective of their income status (blanket approach).

The critical part of the FBS programme lies with the implementation process of an indigent policy at municipal level. The vibrant community participation and active stakeholder involvement in FBS implementation is essential. However, the effectiveness of public service is influenced by the effectiveness of the process of policy implementation. It has been established that no service can be provided without proper and effective planning. This means that planning should be properly undertaken

whereby all planning activities are linked to a time schedule and in order of preference for the smooth completion of the plan. Furthermore, the policy implementation programme should meet all the criteria for the effective implementation of a policy and must follow specific actions with a view to attain pre-determined policy objectives.

2.9 FREE BASIC SERVICES AS A HUMAN RIGHTS ISSUE

In the South African context, basic needs become a human rights issue and according to English and Stapleton (1991:25) “a human right is an entitlement or a legal claim one has by virtue of being a human against the state”. For that reason, people are entitled to their rights, regardless of where they live in the world or of their position in the society. Human rights therefore knows no boundaries, it doesn't matter what a person's race, sex, age, class, language, beliefs or culture is, neither or how much money one has nor how educated a person might be, we all have the same human and equal rights.

Human rights are often divided into different categories, such as, first, second and third generation. The second generation of human rights is known as social and economic rights. This generation of human rights includes the right to basic services, such as:

- water,
- energy,
- food,
- access to land,
- health care,
- education, and
- the right to earn a living.

The modern concept of human rights was developed in the aftermath of the Second World War. In December 1948, the United Nations General Assembly adopted and

proclaimed the Universal Declaration of Human Rights. The General Assembly proclaimed that declaration as a common standard of achievement for all people and all nations to the end that every individual and every organ of society must keep this Declaration in mind. The declaration shall strive through teaching and education to promote respect for these rights and freedoms and by progressive measures, national and international, to secure their universal and effective recognition and observance both among the people of Member States themselves, and among the people of territories under their jurisdiction.

In relation to the Universal Declaration of Human Rights (Dec. 1948), article (i),
“Everyone has a right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing, medical care, necessary social services, security in the event of unemployment, sickness, disability, widowhood, old age or lack of livelihood in circumstances beyond his control”.

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2.9.1 Constitution of the Republic of South Africa Act, 1996

Section 27(i) indicates,

“Everyone has a right to have access to sufficient food and water”.

Section 27(ii) states,

“The State must take responsible legislative and other measures, within its available resources to achieve the progressive realization of each of these rights”.

The Freedom Charter decrees,

“All people shall have the right to live where they choose, be decently housed and to bring up their families in comfort and security ... Slums shall be abolished and new suburbs built where all people shall have

transport, roads, lighting, playing fields, crèches and social centers[sic.]”.

The above quotations mean all the States must ensure that all citizens are afforded their human rights and there must be government structures that should guard against any form of infringement or violation of these human rights.

2.10 FREE BASIC SERVICES: TOWARDS SUSTAINABLE DEVELOPMENT

One of the most important aspects in service delivery in general is sustainable development and the most critical pillars of sustainable development revolve around social, political and economic dimensions. Definitions of development may absolutely mean different things to different people. According to Fox and Meyer (1995:36), development might be regarded as a desire to attain a better standard of living or way of life. Development in general may refer to the process of improving the quality of all human lives through raising people’s living standards, that is:

- income,
- access to food,
- medical services and education,
- creating conditions conducive to growth through the establishment of social, political and economic systems and institutions, and
- increasing people’s freedom to choose by enlarging the range of choices variables.

Hunter (1997:234) refers to “sustain” as means to,

“Keep going without interruption and sustainability would therefore imply a strategy that presumably does not run into insurmountable obstacles”.

According to article 22 of the African Charter on Human Rights,

- “All people shall have the right to their economic, social and cultural development with due regard to their freedom and identity and in the equal enjoyment of the common heritage of mankind”.
- “States shall have the duty, individually or collectively to ensure the exercise of the right to development” (Maloka, 2002:149).


The ultimate goal of sustainable development is to ensure that FBS in this regard are provided to the rightful beneficiaries continuously, in order to improve and enhance the quality of life of all poor people, for future generations. In practical terms, sustainable development in South Africa should be an on-going process of accessing:

- water,
- food,
- security,
- healthcare,
- energy,
- employment opportunities,
- debt relief, and
- a safe as well as clean environment.

Therefore, sustainable development is the core function or duty of local municipalities in particular, and that should be coordinated in collaboration with other developmental initiatives to ensure a single window in the delivery of services to communities. The formulation and implementation of policies has to be constant with the political, social, economic and sustainable development priorities of the democratic South Africa and must take into consideration the diverse nature of the country.

This vision of sustainable development should be the priority of government systems and institutions in total, even though the local government sphere will be the delivery agency, because of its proximity to the people. This principle is evident through reference to the concept “sustainable development” in Section 152 of the RSA Constitution, 1996. The White Paper on Local Government also promotes the concept of developmental local government, which should be achieved through integrated, participatory, partnership oriented governance, planning and good management of human, material and financial resources.

2.11 DEVELOPMENTAL LOCAL GOVERNMENT AND POVERTY ALLEVIATION



The White Paper on Local Government defines the characteristics of developmental local government as a sphere of government that is committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. Section 151(1) of the Constitution states that, local government consists of municipalities, which must be established. This puts local government as the generic term for the third sphere of government, while the individual structures are called municipalities. This initiative is replacing the then term of local authorities. Furthermore, Sections 151(3) and (4) state that a municipality has a right to govern, on its own initiative, the local government affairs of its community subject to national and provincial legislation as provided in the Constitution.

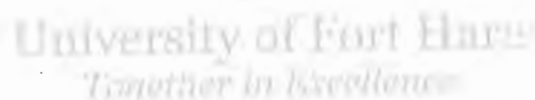
The autonomous stance of local government as a stand-alone tier of government has uplifted local government from a subordinate level of government to a significant sphere in its own right as compared to the previous South African intergovernmental system since 1910 - 1994. All these motions put local government in the centre stage of service delivery and development of the vulnerable communities.

The objectives and duties of a developmental local government are to:

- Promote democratic and accountable government for local communities.

- Ensure the provision of services to communities in a sustainable manner.
- Promote social and economic development.
- Promote safe and healthy environment.
- Promote the involvement of communities and community organizations in the matters of local government (Constitution of RSA, Section 151(1)).

Municipalities and local government must be able to fulfil their Constitutional role through the support given by both national and provincial spheres of government. The role of local government has to shift from the traditional role of service delivery and administration to local socio-economic development of communities, which are under their areas of jurisdiction and participate in national and provincial development programmes. (Cameron,1999:227-228).



2.12 CHARACTERISTICS OF A DEVELOPMENTAL LOCAL GOVERNMENT

2.12.1 Maximizing social development and economic growth

This aspect deals with the powers and functions of local government, which should be exercised in a way that has a maximum impact on the social development of communities, in particular the basic needs of the poor and on the growth of the local economy. Municipalities, therefore, need to have a clear vision of the local economy, and work in partnership with local businesses to maximize job creation and investment. Local government is not directly responsible for creating jobs; rather it is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conducive to the creation of employment opportunities.

The empowerment of marginalized and disadvantaged groups is a critical contributor to social development. Municipalities should seek to provide an accessible environment for disabled people to facilitate their independence.

2.12.2 Integrating and coordinating

Within any local area, many different agencies contribute to development, including national and provincial departments, parastatals, civil society trade unions, community groups and private sector institutions. Developmental local government must provide a vision and leadership for all those, who have a role to play in achieving local prosperity. Poor coordination between service providers could severely undermine the development effort. Municipalities should actively develop ways to leverage resources and investments from both the public and private sectors to meet developmental targets. One of the most important methods for achieving greater coordination and integration, is integrated development planning. Integrated development plans provide powerful tools for municipalities to facilitate integrated and coordinated delivery with their locality.

2.12.3 Democratizing development, empowering and redistribution

Municipal councils play a central role in promoting local democracy. In addition to representing community interest with the council, municipal councillors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes. Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalized and excluded groups in community processes. Municipalities must adopt inclusive approaches to fostering community participation including strategies aimed at removing obstacles to, and actively encouraging the participation of marginalized groups in the local community. A central principle of the Reconstructive and Development Programme (RDP) is the empowerment of poor and marginalized communities.

This is repeated in the Growth Employment and Redistribution (Gear) strategy, which calls for “redistribution of income and opportunities in favour of the poor”.

2.12.4 Leading and learning

Developmental local government requires that municipalities become strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role as policy makers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role and seek to mobilize a range of resources to meet basic needs and achieve developmental goals (White Paper on Local Government, 1998).

The reality is that most people, more especially in the rural areas, live in dire poverty, isolated from services and opportunities. This development local government system must play a central role in representing communities, protecting human rights and meeting basic needs. The focus of the developmental local government is being the implementing arm of government. It is close to the people, therefore, it must be able to direct its efforts and resources by improving the quality of life of those members and groups in the communities, especially those communities that are excluded, that is, women, children, disabled people and the poor.

2.13 OTHER GOVERNMENT POVERTY ALLEVIATION PROGRAMMES

The general role of government is to ensure that there is an improvement of the quality of life especially for those, who are impoverished or poor. In this context, the South African government has developed various intervention strategies and plans to address the challenges associated with poverty alleviation, underdevelopment and marginalization of indigent people.

The Reconstruction and Development Programme (RDP) of 1994 came into existence with the primary purpose of addressing pertinent service delivery challenges, such as:

- unemployment,
- lack of housing,
- lack of water,
- electricity,
- sanitation,
- refuse removal, et cetera.



Other poverty reduction programmes include

- Local Economic Development (LED),
- Social Welfare Services,
- Food Security Programme Siyazondla,
- School Nutrition and Adult Basic Education and Training (ABET),
- Restitution of Land Rights, and many others.

In South Africa, the government has initiated the provision of FBS as a way of compliance with human rights and responding to the basic needs of people, more especially those, who are affected by starvation and hunger. The concept of FBS stems from the basic needs theory. In general, FBS is a government strategy, which serves as a tool for the alleviation of poverty amongst the poor communities. As a programme, FBS is understood as an amount of free services, which are provided to indigent households, who earn a collective monthly income, which is less than two pension grants (R2 210.00). Former president Thabo Mbeki once said,

“The provision of a free basic amount of electricity and water to our people will alleviate the plight of the poorest among us, while plans for the stimulation of the local economy should lead to the creation of new jobs and the reduction of poverty” (Thabo Mbeki, 2001).

Therefore, this government interventionist approach to deal with the needs of the poor was a commitment, which was borne out of numerous debates on means and ways of addressing the needs of the impoverished citizens of our country.

The whole concept of FBS is underpinned in the National Indigent Policy Guidelines, which stipulates that local government (municipalities), as an implementing arm of government, which is in the forefront of service delivery, must provide these services to the indigent people in a sustainable manner. This means that a Municipal Indigent Policy is an essential piece of legislation, which is central in addressing the needs of people, who cannot afford to pay for basic services.

2.13.1 Key role players

FBS is a multi-sectoral programme. There are a number of critical role players in the FBS programme, who need to cooperate. These include:

At local level:

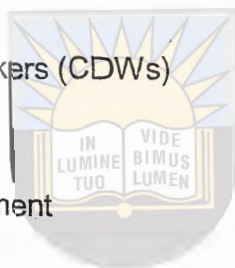
- Municipalities
- Local Communities
- Ward Committees
- Community Development Workers (CDWs)

At provincial level:

- Departments of Local Government

At national level:

- Department: Provincial and Local Government
- Department: Water Affairs and Forestry
- The National Treasury
- Statistics South Africa
- South African Local Government (SALGA)
- Electricity Supply Commission (ESKOM)
- National Electricity Regulator (NER).



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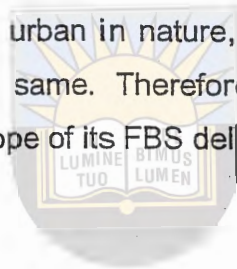
Municipalities are responsible for the implementation of FBS. Each municipality has to:

- Develop an indigent policy;
- List its implementation plan;
- List its criteria for indigent assessment;

- Stipulate its approach to indigent management; and
- List the methods it will employ to engage communities in FBS.

It is the responsibility of municipalities to monitor and track the effective implementation of FBS.

Overall, an indigent policy is a critical planning document, which is developed within a municipality's IDP and financial plans. The indigent policy also takes into consideration the specific conditions and uniqueness of a particular municipality, for example, some municipality are rural and some are urban in nature, plus their social, economic and political dynamics are also not the same. Therefore, the indigent policy allows the municipality to plan the scale and scope of its FBS delivery.



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2.14 CONCLUSION

The purpose of this study is to investigate and uproot all the challenges, which are central in the improper implementation of the Indigent Policy. Through the data collection process, this study will also check the credibility of the Indigent Policy and its alignment with the Guidelines for the Implementation of National Indigent Policy.

At present many non-indigent households, receive FBS, but they are not billed and if they are, they do not pay such bills. This means that the money that could be used to subsidize poor people is being utilized to support people, who can in fact afford to pay for services. So without, effective local governance and administration, poor people will not get access to these services and will continue to depend on illegal connections and by so doing, service delivery will be compromised.

Chapter Three will deal with the research methodology.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

A well-planned research must have a clear research methodology, which explains how the study will be conducted. The research methodology seeks to give explanations as to how the research questions will be answered or how the research objectives will be achieved. Alfred Korzybski once said,

“If the map shows a different structure from the territory represented, then the map is worse than useless, as it misinforms and leads astray”.

The research methodology is some kind of a map that will guide the researcher during the research process to achieve the objectives of the study, which is under investigation.

3.2 RESEARCH DESIGN

Mouton (2001:55) defines a research design as a structured plan or a blueprint of how the research is supposed to be conducted. Bless and Higson-Smith (1995:63) define a research design as a specification of the most adequate operations to be performed in order to address the problem of the research study. Overall, a research design deals with sampling and sampling techniques, data collection instruments, procedures for data collection, data processing and analysis.

3.3 RESEARCH METHODS

Research methods will now be explained.

3.3.1 Qualitative research

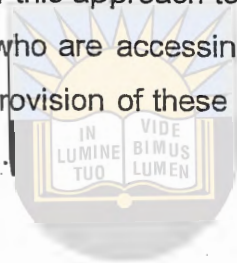
According to Leedy and Ormrod (2010:135), a qualitative research is focusing on digging deep through the collection of numerous forms of data and examining this information from various angles to construct a rich and meaningful picture of a complex and multifaceted situation.

Qualitative research approach will be utilized to describe, define, explain and give clarity about the research problem, which is being investigated. This approach will be of great assistance in terms of judging the effectiveness of the implementation of FBS in Amahlathi Local Municipality by producing narrative information about both human and social realities.

As far as Neuman (2000:16) is concerned, qualitative research approach deals with the construction of social reality and cultural meaning as well as focuses on interactive processes and event's authenticity as the key criterion of scientific excellence. On the other hand, Holliday (2002:5-7) refers to a qualitative research approach as open-ended and set-up research opportunities, which are designed to lead the researcher into unforeseen areas of discovery within the lives of the people the researcher is investigating. Finally, when a researcher is using this approach, he/she is able to tell the story from the point of view of the respondents, rather than as an expert, who passes judgement on participants.

3.3.2 Quantitative research

Contrary to the qualitative approach, a quantitative approach has been identified by Mouton and Marais as more explicitly controlled and is relatively close to the physical sciences (Mouton & Marais: 1990:155-156). A quantitative study may therefore be defined as an inquiry into a social or human problem, based on testing a theory composed of variables, measured with numbers and analyzed with statistical procedures in order to determine whether the predictive generalizations of the theory hold true. This study will make use of this approach to get precise statistical data about the number of indigent households, who are accessing the package of FBSs. With this approach, the backlogs for the non-provision of these services to the qualifying indigent beneficiaries will be displayed as well.



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3.4 SAMPLING

Sampling implies the simultaneous existence of a population or universe, of which the sample is a smaller section, or a set of individuals are selected from a population (Gravetter & Forzano, 2003:465). In addition to that, Arkava and Lane (1983:27) define sampling as elements of the population considered for actual inclusion in the study, or it can be viewed as a subset of measurements drawn from a population to be investigated. On the other hand, Reid and Smith (1981:170) state that the major reason for sampling is practicable. Sampling saves time and money and produces better quality research. In contrast, conducting a research to the entire population would be tedious, time consuming and would produce a massive amount of data, which would be difficult to process, analyse, and interpret. In this study, both random sampling and target sampling methods have been used. These two sampling techniques will now be explained further.

3.4.1 Random sampling

In clarifying the random sampling in everyday language, it is often used to refer to “accidental”. Random sampling is not about choosing the first ten students, who are sitting in the front row of the lecture theatre, because that sample does not represent the heterogeneity of the student population.

Simple random sampling is a sampling procedure, which provides equal opportunity of selection for each element in a population. This form of sampling will be utilized in this study, more especially to people, who are residing in both rural and urban communities, in a form of interviews. The representativeness will have the same characteristics of the population, which is relevant to the study and will have approximately the same proportions of men and women, low and middle working class individuals.

3.4.2 Target sampling

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Target sampling is mainly a strategy for obtaining systematic information when random sampling is impossible and when accidental sampling cannot be strictly implemented, because of the hidden nature of the problem. As far as Walters and Biernacki (1989:420) are concerned, target sampling is regarded as a

“purposeful, systematic method, by which controlled lists of specified populations within geographical districts are developed and detailed plans are designed to recruit adequate numbers of cases within each of the targets”.

In this case, the researcher must compile a list of names by questioning the community until there is an adequate number of respondents to start the investigation.

The target sampling emphasis is in the investigation of hidden problems in hidden populations. This sampling technique targeted ten municipal officials including the:

- Municipal Manager,

- Chief Finance Officer,
- Income Accountant,
- Free Basic Coordinator,
- Technical Services Manager,
- Community Services Manager and others.

This target sampling technique also included twenty community development workers from twenty wards. The target sampling is visually reflected in the table below.

Table 3.1: Target Sample Breakdown

Respondent	Number	Data Collection Tool
Municipal Officials	10	Questionnaires
Community Development Workers (CDWs)	20	Questionnaires
FBS beneficiaries	30	Interviews

3.5 RESEARCH INSTRUMENTS AND DATA COLLECTION TECHNIQUES

The data collection process for this study comprised interviews and questionnaires.

3.5.1 Interviews

One of the data collection techniques includes interviews as a possible way of providing a minor reflection about the reality that exists in the social world. The primary objective of interviews is to generate data, which give an authentic insight into people's experiences (Silverman, 1993:91). On the other hand, Kvale (1996:3-5) compared an interviewer with a "miner". Kvale assumes that the interviewee possesses information and it is an interviewer's duty to access this information. Thus, interviews are often used

when respondents cannot read or write in order to create an interaction between an interviewer and a respondent whereby the interviewer has a general plan of inquiry, including the topics, which are to be covered, in sets of questions asked with particular words and in a particular order.

3.5.2 Questionnaires

A questionnaire is a printed list, which contains questions, and other types of items designed to solicit information, which is appropriate for analysis. Questionnaires are most likely to be utilized for respondents, who are able to read or write. The questionnaires used in this study, comprised open-ended questions, whereby the respondents were asked to provide their own answers. Two types of questionnaires were developed to source information from the prospective research respondents. The first questionnaire was developed to source data from the municipal officials and the second questionnaire was distributed to the CDWs.

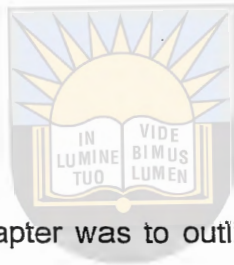
3.6 CONCEPTUALIZATION OF FBS EVALUATION INDICATORS

To evaluate the FBS impact effectively, it is impossible to conceptualize some of the indicators that are used.

- Firstly, public administration is one of the indicators that are used in the evaluation. It is therefore important to observe whether the Batho Pele principles were strictly adhered to in the course of service delivery. Public administration in this instance is also seen as the capacity of the Amahlathi Local Municipality in terms of personnel, finances and resources to undertake the provision of FBS, while avoiding the challenges that goes with rendering such services.
- Secondly, communication is one of the key indicators to be monitored when evaluation is undertaken. The study will determine whether community members are fully aware of these services, the various offices to approach when they need

these services and documentation, if any, needed when making applications for these services.

- Thirdly, there is coordination, which means the various roles the municipality has to play in sourcing services from other organizations like Eskom and the Department of Water Affairs and Forestry.
- Fourthly, there is also frequency and consistency as an indicator, which shows how frequent the community can access these services as measured against the stipulated and estimated frequencies.



3.7 CONCLUSION

The fundamental purpose of this chapter was to outline the research methods, which were suitable in driving this investigation forward and to its conclusion. This chapter also provided a guide in terms of research approaches that were utilized in carrying out this research. The research instruments and data collection techniques, which are central in the data gathering process, were discussed and explained. The role and the use of sampling in this study were explained as well.

This chapter provided answers to unanswered questions and determined the root causes for the poor implementation of FBS in Amahlathi Local Municipality. The qualitative and quantitative data, which was collected during the research process, was used in the evaluation of successes and identification of failures in the provision of FBS in Amahlathi Local Municipality.

Chapter Four will deal with data presentation, analysis and interpretation.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

4.1 INTRODUCTION

This chapter presents the raw material (data), which were collected from the public, CDWs and municipal officials by means of interviews and questionnaires. The chapter also deals with data analysis by reducing the volume of raw information, sifting significant patterns and constructing a framework for communicating the essence of what the data reveals. Data analysis is a process of bringing order, structure and meaning to the mass of collected information.

The presentation and data analysis is mainly done to ensure that it reflects the objectives of the study, by evaluating the implementation and impact of FBS to poor communities of Amahlathi Local Municipality. The sifting of this raw data enabled this study to understand the root causes or challenges, which are hindering proper implementation of FBS, clearly. Authorization to conduct the research study was obtained from the Municipal Manager of the Amahlathi Local Municipality.

4.2 BRIEF INSIGHT ON THE PRIMARY INVESTIGATION

The state of affairs about the implementation of FBS programme in Amahlathi Local Municipality can be drawn from the responses through interviews and questionnaires, which were given to CDW's and municipal officials by employing questionnaires. These respondents have practical experience and are in the forefront of service delivery.

4.3 TARGET POPULATION

This investigation involves the identification of respondents selected from the target population of about 139 035 and 36 389 households in 20 wards.

Table 4.1: Distribution of the Amahlathi Population Per Ward – (Census 2001)

Ward 1	5 825
Ward 2	9 800
Ward 3	9 805
Ward 4	6 099
Ward 5	5 456
Ward 6	6 610
Ward 7	8 776
Ward 8	6 942
Ward 9	8 266
Ward 10	5 574
Ward 11	6 059
Ward 12	9 740
Ward 13	5 938
Ward 14	5 879
Ward 15	6 232
Ward 16	6 610
Ward 17	6 612
Ward 18	6 612
Ward 19	6 614
Ward 20	5 586
Total	139 035



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All respondents, who participated in this study, were in possession of the required knowledge and clear understanding of the social, political and economic developments in their respective areas. The population is thus a total set, from which respondents or sampling units are chosen. In this study, the target population consists of all the residents of Amahlathi Local Municipality including citizens, elected Councillors, Community Development Workers and appointed municipal officials.

Table 4.2: Interviews and distribution of Questionnaires

No. of Interviews conducted	30	
No. of Questionnaires distributed to municipal officials	10	
No. of Questionnaires returned	8	80%
No. of Questionnaires distributed to CDWs	20	
No. of Questionnaires returned	17	85%
Total No. of Questionnaires distributed	30	
Total No. of Questionnaires returned	25	83%

The above table gives a breakdown of interviews conducted through the random sampling and questionnaires, which were distributed, to ten municipal officials and twenty community development officials. Furthermore, 30 interviews were conducted in the entire municipal area.

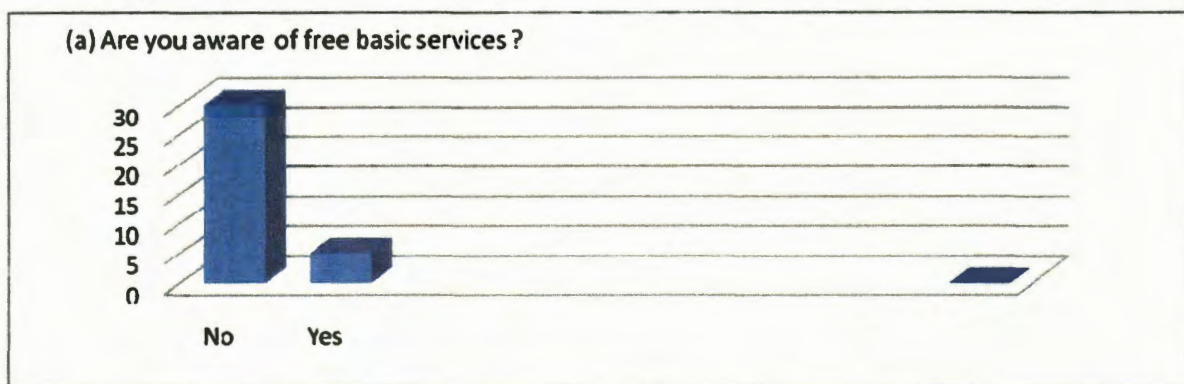


4.4 RESPONSES FROM INTERVIEWS (PUBLIC)

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The following table reflects the number of respondents, who are aware of FBS poverty alleviation programme.

Table 4.3: Respondents with FBS awareness



The table illustrates that 85% of interviewees are not aware of FBS and only five respondents are aware of these services.

(b) *What services are you currently accessing from FBS programme?*

Table 4.4: Number of interviewees/respondents with access to FBS

<i>Households accessing FBE</i>	13
<i>Households with no access to FBS</i>	6
<i>Households accessing FBW</i>	7
<i>Households accessing all types of FBS</i>	4

- Of respondents 43% indicated that they are accessing free basic energy (FBE) in the form of 50 kW per month. Conversely, 20% of respondents stated that their villages are not electrified and they are not getting any free basic services including free basic water (FBW) and free basic sanitation (FBSan). However, 23% of respondents indicated that they have access to free water (communal standpipe) and 13% of respondents are receiving the whole package of FBS.
- From an analysis point of view, the municipality has infrastructure backlogs for rolling out FBW and FBE more especially to the rural areas.

(c) *How often do you attend ward meetings, which are summoned by a ward councillor in your ward?*

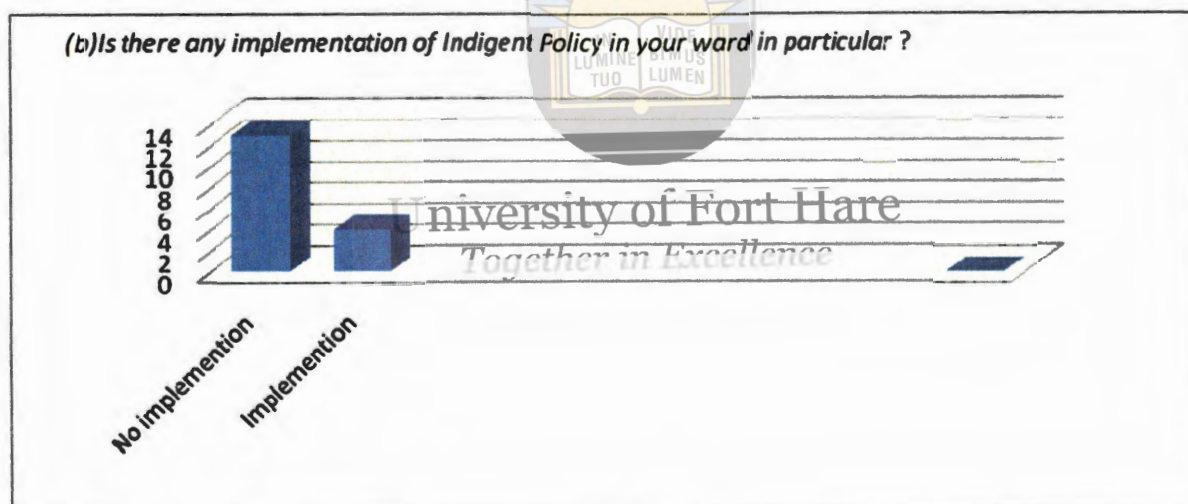
- A total of 95% of the respondents mentioned that they never attended ward meetings, because of political instability and 5% of the respondents indicated that only the ANC card-carrying members are allowed to attend ward meetings.
- The respondents disclosed that an active interaction between the public representatives and the communities is realized during the election period. The respondents have also indicated that they have not seen their ward councillors for a long period and that is an indication of non-participation of residents in decision-making processes.

4.5 RESPONSES FROM COMMUNITY DEVELOPMENT WORKERS (CDWS)

(a) What is your general understanding of FBS?

- A total of 80% of respondents did not display a clear understanding of the FBS programme.

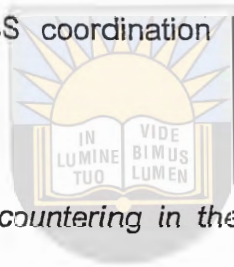
Table 4.5: Implementation of indigent policy in various wards as indicated by responded CDWs



- A percentage of 65 of respondents, agreed that the Indigent Policy (IDP) is not implemented, because of ignorance on the part of the municipality to carry its mandate. They also mentioned a lack of infrastructure as a major challenge in rolling out FBS. Furthermore 20% of the respondents indicated that the IDP is not properly implemented and communities are not well informed about it.
- This reflects an indication that the non-implementation and poor implementation of FBS is contrary to National Legislation, that is, the Indigent Policy Framework (IPF) and the Constitution of this country, whereby all citizens are supposed to have access to water, sanitation, electricity and others.

(b) What is your role as a CDW in the registration and verification of indigent applicants?

- All respondents claimed to be developing their own indigent database through a door-to-door approach. Only one respondent claimed to be working with the ward committee during the registration process of indigent applicants.
- From an analysis point of view, respondents seem to be working in alone in coordinating FBS in their wards. In this regard, there is a great need for the establishment of an indigent steering committee within the municipality to create a single window for the FBS coordination pertaining to issues of indigent registration.



(c) What challenges are you encountering in the implementation of FBS in your ward?

- A total of 50% of respondents indicated that there is a blanket approach in the provision of FBS because some of non-indigent households are accessing this service. It has been reported that some politicians are manipulating the provision of FBE for their own political agenda.
- From an analysis perspective, there is weakness of accuracy in policy implementation. This depicts a gap between the RSA Constitution 1996 and IDP implementation of Amahlathi Local Municipality. In this particular case, resources are not directly used to benefit the intended beneficiaries.

(d) If there are challenges in the implementation of FBS in your ward, what remedial actions can be taken to improve the process?

- The majority of respondents, 85%, mentioned that there is a need for FBS awareness campaign in order to inform all communities about the FBS programme. Thereafter, the municipality should capacitate all relevant stakeholders, who are instrumental in rolling out FBS in the form of IDP

workshops, so that the citizens can have a clear understanding of the FBS concept and its implementation processes.

(e) Have you attended any capacity building session or training in FBS matters?

- A large percentage, 85% of respondents, indicated that they have never attended any capacity building session.

(f) Is there any impact made by the provision of FBS to improve the lives of poor people in your ward?

- Another majority, 80% of respondents cited FBE as the only service that is of great assistance to indigents, because it enables them to meet their energy needs. Nonetheless, 5% of respondents indicated that nothing has been done in their wards to improve the lives of the poor. It can be deduced that there is a huge imbalance in the FBS implementation in Amahlathi Municipality.

(g) In your opinion, what can be done to ensure that FBS is only provided to the rightful beneficiaries?

- On this question, 85% of the respondents indicated that, data cleansing is important as a way of eliminating those, who are non-indigent. Thereafter, massive indigent registration should be conducted in order to develop a credible indigent register, so that those, who can afford it, should pay for services rendered to them to generate the municipal revenue, while indigents should be subsidized.
- The CDWs have identified the following critical issues towards solving FBS implementation challenges:
 - Develop an effective FBS communication strategy.
 - Encourage cooperative governance and transparency within the municipal structures.
 - Improve monitoring & evaluation mechanisms.

4.6 RESPONSES FROM MUNICIPAL OFFICIALS

(a) *Does a municipality have a credible indigent policy, which is aligned to the National Guidelines?*

- A total of 80% of municipal officials indicated that the municipality does not have a credible indigent policy. The existing indigent policy is out-dated and it is not in line with National Legislation.
- That statement is also contrary to National Legislation because all municipalities are supposed to have adopted Credible IDPs, which are aligned to the Guidelines for the Implementation of the National Indigent Policy. It can be deduced that the municipality has poor planning and poor monitoring & evaluation for the provision of FBS to the rightful beneficiaries.

(b) *Does the municipality have a functional and a credible indigent register? If the answer is yes, when was it updated?*

- On this question, 80% of municipal respondents acknowledged that the indigent register is in existence, but the challenge is that it is inaccurate and has not been updated for quite a long period.
- In analysing this situation, the municipality should develop an indigent policy implementation plan that will serve as a road map for handling issues pertaining to FBS awareness campaigns, indigent registration and verification of indigent applicants to ensure that the indigent register is updated annually.

(c) *Does the municipality have an FBS communication strategy?*

- Currently, the municipality does not have an FBS communication strategy, but municipal road-shows were conducted in four wards as far back as 2006. That reflects the fact that communities are not informed about FBS implementation process.

- The lack of FBS communication strategy has displayed enough evidence that, Amahlathi Municipality has no transparency and is ignorant of service delivery principles (Batho Pele), because communities are not given full information about the level and quality of services they are entitled to receive.

(d) Do you have dedicated FBS personnel in your municipality?

- The municipality does not have a dedicated FBS coordinator/unit and there are no plans to accommodate the FBS unit when refining the municipal organogram. Presently, the FBS programme is coordinated in the finance department.
- The municipality should establish a fully-fledged FBS unit and prioritize the appointment of a dedicated FBS coordinator to handle all the pertinent issues related to the implementation of FBS on a daily basis.

(e) Is there any alignment of FBS programme with the municipal IDP?

- A total of 80% of municipal respondents agreed that there is no alignment of FBS programme in their IDP document.
- This statement is contrary to the RSA Constitution in the sense that, principles governing public administration indicate that people's needs must be responded to and the public must be encouraged to participate in policy making. That means, the FBS programme is not given the attention it deserves and the municipality is ignoring its mandate to support the poor in a sustainable manner. Moreover, there is no vibrant or active public participation in the decision making processes of the municipality.

(f) How is the indigent registration and verification of indigent applicants being conducted?

- The majority of respondents, 80%, cited that the indigent registration and verification of indigent applicants is not done in a correct and coordinated fashion. There are no specific dates for the commencement and an end to the registration process. Those, who are filling the application forms are assisted by a clerk and approved by the debtor's clerk. An identity document and a proof of income are requested. The applicant must be the account holder as well.

(g) Is there any integrated plan between Amathole District Municipality and Amahlathi Local Municipality in the rolling out of FBW and FBSan?

- It has been clarified by all respondents that, there is no synergy of activities between the District Municipality and Amahlathi Local Municipality in rolling out FBW and FBSan.
- There is a need for the establishment of FBS District Forum to coordinate all activities related to the implementation of FBW and FBSan, hence Amathole is the Water Service Authority and is responsible for bulk water supply, including FBW and FBSan to its local municipalities.

(h) Is free basic alternative energy (FBAE) provided to indigent households, which are located in non-electrified areas?

- On this question, 80% of the respondents cited that there is no provision of any form of FBAE.
- In this regard, it can be deduced that the municipality is not complying with National Legislation, that is, FBAE Policy by providing FBAE (paraffin/solar energy and others) to areas, which are non-electrified in order to bring energy poverty to a dead end.

- From the different responses provided above, it can be concluded that the municipality is unable to provide FBS to the deserving indigent beneficiaries in a sustainable manner.

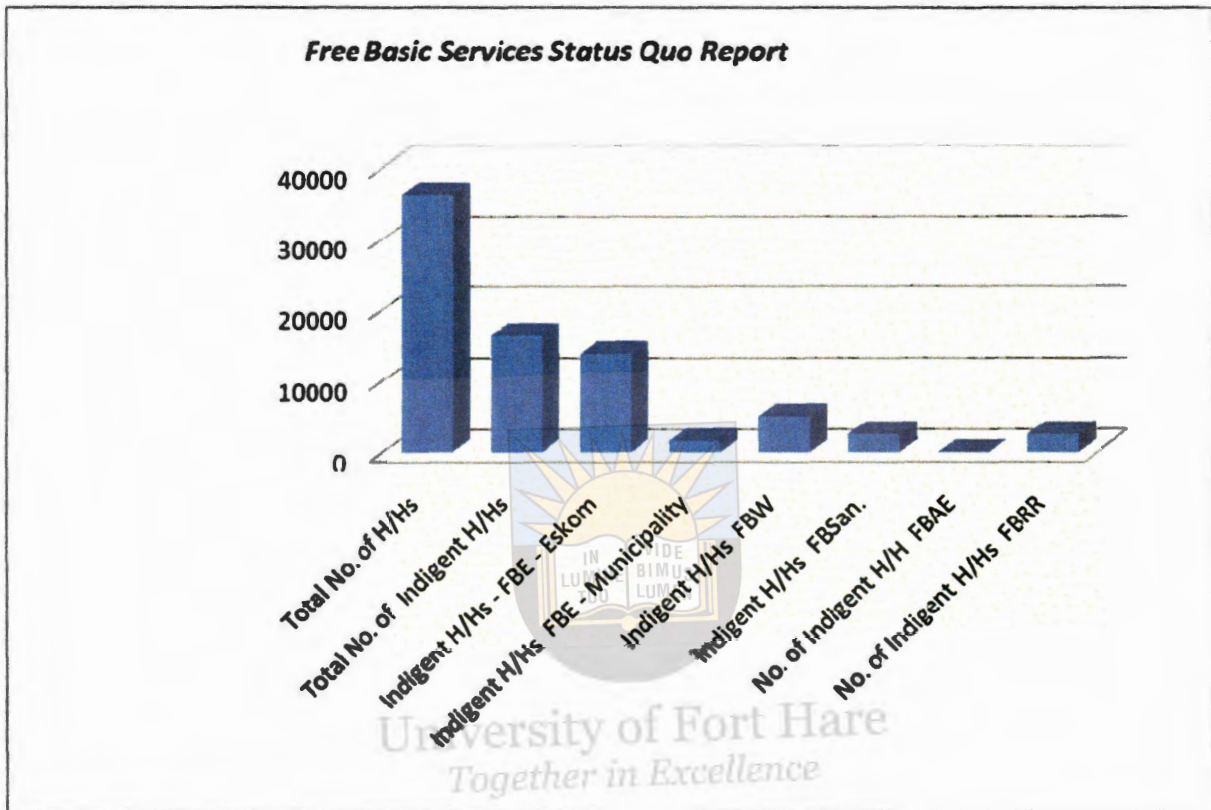
Table 4.6: Amahlathi LM Free Basic Services Status Quo Report

Total No. of Households	Total No. of Indigent H/H	Total No. of Indigent H/H accessing FBE from Eskom	Total No. of Indigent H/H accessing FBE from Municipality	Total No. of Indigent H/H accessing FBW	Total No. of Indigent H/H accessing FBSan	Total No. of Indigent H/H accessing FBAE	Total No. of Indigent H/H accessing FBRR
36 289	16 357	13 804	1 620	5 110	2 553	0	2 553

- **FBE** - free basic electricity
- **FBW** - free basic water
- **FBAE** - free basic alternative energy
- **FBRR** - free basic refuse removal
- **H/H** - households

This table and a graph below give a breakdown of FBS *status quo* at Amahlathi Local Municipality. Income figures obtained during the 2001 Census suggest that approximately 86% of the households, within the municipality, earn less than R1 600 per month. These figures indicate that, out of 36 289 households only 16 357 households are declared as indigents. This means that, many poor households are not included in the municipal indigent register and not accessing any form of FBS.

Table 4.7: Amahlathi Local Municipality Free Basic Services Status Quo Report



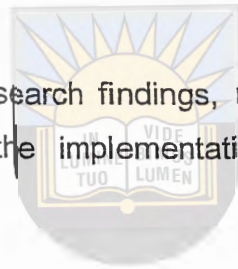
It is clear that the Amahlathi Local Municipality does not have proper systems in place, such as, a credible IDP, credible Indigent Register, FBS communication strategy and monitoring & evaluation mechanisms, to ensure that these services are provided to rightful beneficiaries in a sustainable manner.

4.7 CONCLUSION

This chapter has presented all the information, which has been gathered through unstructured interviews and the use of questionnaires. The responses from both of these data collection methods have been dissected as well as scrutinized for easy comprehension and interpretation. This chapter disclosed and elicited the most crucial challenges, which are affecting the smooth implementation of FBS programme.

A logical conclusion can be drawn from the responses received during interviews and questionnaires that, some of the challenges, which are retarding the FBS implementation process, are political, administrative, and technical in nature and people on the ground are not participating in decision making processes. The responses informed that the municipal officials are failing the majority of the municipal citizens in rendering both basic and FBS and communities have lost hope and trust in them. This is evidenced by the fact that some of municipal areas are not accessing any services at all. This study has exposed a variety of challenges, which are hindering proper implementation of FBS.

Chapter Five will constitute the research findings, recommendations and conclusion relating to the improvement of the implementation of FBS in Amahlathi Local Municipality.



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CHAPTER FIVE

RESEARCH FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The main aim of this chapter is to highlight key research findings, followed by recommendations and conclusions. The research findings are linked to the research problem statement that, Amahlathi Local Municipality fails to effectively and efficiently reach out to deserving households in implementing FBS, as a result a significant number of indigent households do not have any access to FBS.

The findings disclosed all the challenges, which are retarding proper FBS implementation in Amahlathi Local Municipality. The recommendations of this project serve as remedial actions/suggestions or workable solutions to challenges encountered in improving the social allocation of resources to the poor of the poorest.

5.2 RESEARCH FINDINGS

The first chapter introduced the background and general overview to some of the pertinent aspects covered by the investigation. A few of these aspects were inclusive of a research problem, literature review, objective of the study and research methodology. Overall, chapter one displayed a comprehensive plan for the research study. In this study, it was discovered that the problem statement held true in the sense that there is an ineffective implementation of FBS IDP, with the result that these services did not reach the deserving indigent beneficiaries.

The second chapter of this study dealt with literature review and this chapter elicited the critical issues, which contributed to poverty, inequality, underdevelopment in African

countries in general and in South Africa in particular. The debate in this chapter stemmed from the basic needs theory and the Constitution was central in terms of securing the rights of citizens to have access to these needs. The whole debate was supported by scholarly literature, legislations and policy documents from both national and provincial spheres of government. Poor governance, corruption and maladministration had been cited as contributing elements for improper implementation of the IDP in Amahlathi Local Municipality.

The machinery, which was instrumental to drive the research study to meet its goals, was expounded in chapter three in terms of research methods, research instruments, sampling and data collection techniques. Two forms of data collection techniques were utilized, that is interviews for the public and questionnaires for CDWs, Municipal Officials and Ward Councillors. Ethical issues were seriously considered during the data collection process, because there was not a single respondent, who was forced or bribed to divulge information.

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Chapter four dealt with the presentation of data, which were collected during the data collection processes. This chapter also highlighted critical outcomes, which were raised by respondents during the data collection exercise. In this chapter, the collected data were processed, analysed and categorized for easy comprehension and the research findings were drawn from the received responses.

The following research findings are based on the data analysis, which crystalized by responses gathered during the data collection process:

- The study observed that the public is not aware of the levels and range of services they are supposed to receive, because the municipality did not have the FBS communication strategy for conveying FBS awareness to communities. This principle is underpinned in Chapter 10 of the Constitution (values and principles governing public administration) that transparency must be fostered by providing the public with timely, accessible and accurate information about the services they are entitled to receive.

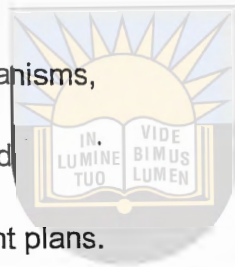
- It was discovered that there was no alignment of FBS programme with the municipal IDP. This means the municipality did not have an FBS implementation plan and proper monitoring and evaluation mechanisms (data management system and indigent committee) to assess whether the rightful beneficiaries were accessing these services and those, who no longer qualified as indigent, were exiting the indigent zone.
- Political tension had caused the municipality to be a fertile ground for political battles and defiance of national policies as a result some of the ward councillors were manipulating FBS programme for their political agenda.
- The municipality did not have an accurate Indigent Register. The existing indigent register was not inclusive of accurate indigent beneficiaries. Instead, some of the non-indigents, who were supposed to pay for these services, were benefiting and the municipal revenue was badly affected.
- There was no integrated plan between the Amatole District Municipality and Amahlathi Local Municipality in rolling out FBW and FBSan; hence the District Municipality is the Water Services Authority. It was noticed that these two services were mostly affected by huge infrastructure backlogs in as far as the electrification and provision of bulk water supply was concerned.
- Lastly, the municipality did not provide any form of FBAE to indigents, who were residing in non-electrified areas, to end energy poverty.

Chapter five has managed to display the research findings, conclusions and proposed recommendations to the problem statement or challenges encountered in the implementation of FBS.

5.3 CONCLUSION

It is imperative to note that effective governance and administration are essential for Amahlathi Local Municipality to ensure that the basic service needs of communities are met including FBS. The municipality should restore its institutional integrity through:

- good governance,
- accountability,
- transparency,
- monitoring & evaluation mechanisms,
- vibrant public participation, and
- community driven development plans.



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Without a sound, effective and functional systems (credible indigent policy, registration & verification strategies, credible indigent register and monitoring & evaluation mechanisms) in place, poor people will not have access to FBS and service delivery will be compromised, although funds are allocated by National Treasury through Equitable Share for the provision of these services in a sustainable manner.

Finally, poor service delivery and governance remains an overwhelming challenge in most municipalities. The major concerns are:

- Degree of corruption;
- Institutional capacity constraints relating to appropriate skills and staff;
- Lack of transparency;
- Dysfunctional ward committees;
- Lack of accountability by councillors and municipal officials;

- Lack of public participation in issues of governance;
- Failure to comply with municipal legislation and other by-laws;
- Failure to prioritize community needs;
- IDP and budgeting processes not aligned;
- Tension between the political and administrative sections of the municipalities:
and
- Weak financial viability of the municipalities.

These are factors, which affect the functioning of municipalities tremendously. As a result, this has led to the protests and disgruntlements at local government level.

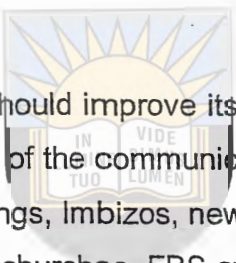
These governance challenges require robust interventions by the national government to expedite local government transformation. Municipalities have a legal obligation to provide basic services to their communities in an adequate and timely fashion. The failure of municipalities to deliver basic services, not only causes immense hardship to the residents of municipalities, but also has a detrimental impact on the social and economic development.

5.4 RECOMMENDATIONS

Listed hereunder are proposed recommendations to research findings:

- Improving and encouraging the culture of public participation that will promote inclusive participation and actively incorporate public inputs on vital governance issues, remain vital in this democratic era. It should be stressed that public participation is a key tenet of democratic governance. Amahlathi Municipality should engage both community members, consult civil society more frequently in policy formulation and implementation, and incorporate them in governance structures. In fact, the process to ensure community participation is a core

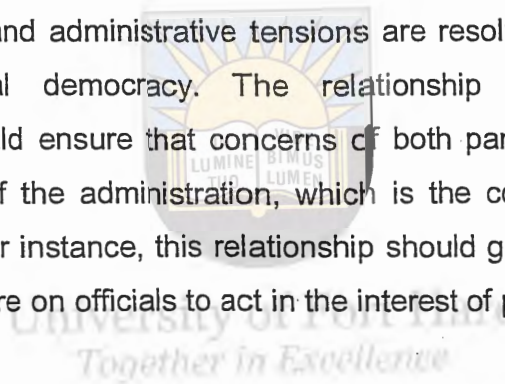
principle of legislation. There is a wide consensus that “local democracy entails participatory and inclusive decision-making processes in which the beneficiaries have a substantial say in determining local government developmental agendas”. To achieve this, it is essential that community awareness of rights and obligations should be enhanced so that citizens can play an instrumental role in municipal affairs and in implementation of MDG-related activities in their localities. For local government to live up to its potential, it depends not only on availability of skilled personnel and financial resources, but also on the role played by communities in the structures.

- 
- Amahlathi Local Municipality should improve its FBS communication strategy for FBS communication and some of the communication mechanisms should include the use of posters, ward meetings, Imbizos, newspaper adverts, community radio station and announcements in churches. FBS awareness must be conducted in a manner that would ensure the dissemination of information to all communities. That information must be provided in a variety of languages, which will be understandable to all people, for example, a language that is predominant in Amahlathi Local Municipality, like isiXhosa.
 - Building the capacities of municipal officials become essential in order for municipalities to fulfil and optimally achieve their obligations envisaged in the constitution and in other national policies. Capacity building is one of the most essential tools available to local government in bridging the gaps in what is expected of municipal officials and what they can deliver. In the context of overall transformation of local government skills, development is critical as it lays the basis for a more people-oriented local government system, able to meet the demands of the people for democracy, reconstruction and development. For local government to work there is a need for investment in capacity building of councillors and officials. Stakeholders involved in such capacity building

initiatives, need to organize their programmes for greater impact, linking it more accurately to the national democratic transition.

- The municipality should periodically update their indigent register so that adequate funding can be allocated in their Equitable Share by National Treasury in order to meet their service delivery needs.
- The municipality should prioritize the appointment of a dedicated FBS coordinator and the establishment of a FBS unit together with an indigent steering committee, in order to play an oversight, monitoring as well as evaluating role and coordinate proper indigent registration and verification processes, to ensure that legitimate indigent beneficiaries are benefiting.
- An FBS District Forum should be established to ensure that there is a single window and coordination in service delivery implementation. The District Forum will also be in a better position to link with other provincial structures, such as, the Eastern Cape Energy Forum (ECEEF) and Free Basic Water & Sanitation Task Team (FBWSTT), to bring solutions to infrastructure backlogs, affecting bulk water supply and electrification. Once the indigent register has been completed, the municipality should ensure that they roll out FBAE to deserving indigents, by using any energy carrier, which is not harmful to human health and suitable for communities in general.
- The effectiveness of municipalities to deliver on their mandate is largely dependent on their ability to plan and allocate public resources in a developmental and sustainable manner. Therefore, it is significant that Amahlathi Municipality should carefully integrate the community needs in their development plans and when allocating the budget. It is essential to note that the IDP is informed by the resources, which can be afforded and allocated through the

budget process. Therefore, the budget must, in turn be aligned with the IDP and its objectives and strategies. Furthermore, Amahlathi Municipality must ensure that the budget supports the achievement of the objectives set in the IDP and the attainment of the overall vision of the council. This again requires high-levelled community participating in the formulation of IDPs and budget allocations. After all, the content of the IDP must represent consensus reached within the community through various community participation processes. The significance of this is clear, in that it enables the community to hold the council accountable for the attainment of the goals and targets set in the IDP. It is crucial that current prevailing political and administrative tensions are resolved in order to enhance and deepen local democracy. The relationship between politics and administration should ensure that concerns of both parties do not compromise the management of the administration, which is the core element of ensuring service delivery. For instance, this relationship should guarantee that councillors do not exert pressure on officials to act in the interest of particular constituencies.



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ANNEXURE A: LETTER REQUEST PERMISSION FOR CONDUCTING A RESEARCH AT AMAHLATHI LOCAL MUNICIPALITY



University of Port Elizabeth
Quaestores in diebus illis



Recipient of the
Supreme Order
of Brabant
(gold)

Professor EOC Njooma
HOD: Department of Public Administration
School of Public Administration &
Development
Faculty of Management & Commerce

Bisha Campus
P.O. Box 2157
King Williams's Town, 5600

Tel: 27-46-668-4226
Fax: 27-46 668 4226

Confidential

1 November 2010

**RE: TO WHOM IT MAY CONCERN:
REQUEST TO ALLOW MR FUKU TO CONDUCT RESEARCH IN AMAHLATHI LOCAL MUNICIPALITY**

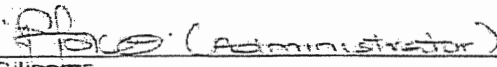
Mr LC Fuku is the registered student in Master of Public Administration programme. As part of the requirements for the degree, the student is supposed to conduct a research and submit to us the Research report. The report is solely meant for academic reasons, and nothing else.

We humbly request you to allow Mr Fuku to conduct research in the Amahlathi Local Municipality amongst others, to interact with relevant selected officials including committee members on issues related to his research. We have instructed the student to observe professionalism and ethical considerations by maintaining anonymity of the participants concerned.

Once the research is complete, it will be made available on request to Amahlathi Local Municipality for your attention. We hope that the findings of the research will benefit the Amahlathi Local Municipality and the provincial government as a whole.

Your support in this research endeavour is appreciated.

Regards,


Prof EOC Njooma (Administrator)

ANNEXURE B: QUESTIONS FOR INTERVIEWS

AMAHLATHI LOCAL MUNICIPALITY

NAME OF INTERVIEWEE:

WARD:

DATE:

OVERVIEW

Amahlathi Municipality is one of municipalities which forms part of Amathole District Municipality. The purpose of this tool is to collect the first hand data that will be used to assess and evaluate the implementation of Free Basic Services in Amahlathi Local Municipality for the fulfilment of requirements for a Masters Degree in Public Administration under the auspices of the University of Fort Hare.



RESPONDENTS

These questions have been prepared only for the general public.

COMMUNICATION

The researcher will engage the respondents in both Xhosa and English, but the final capturing of data will be done in English.

QUESTIONS ARE AS FOLLOWS:

1. Are you aware about Free Basic Services/ assistance to the poor?
2. Have you ever register for indigent support?
3. What kind of free basic services area you currently accessing?
4. How often do you attend ward meetings which are summoned by a ward councillor in your ward?

ANNEXURE C: QUESTIONNAIRE FOR COMMUNITY DEVELOPMENT WORKERS

AMAHLATHI LOCAL MUNICIPALITY

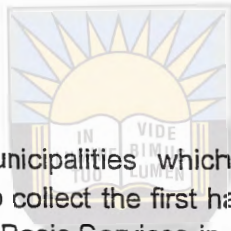
NAME OF THE CDW:

WARD:

DATE:

OVERVIEW

Amahlathi Municipality is one of municipalities which forms part of Amathole District Municipality. The purpose of this tool is to collect the first hand data that will be used to assess and evaluate the implementation of Free Basic Services in Amahlathi Local Municipality for the fulfilment of requirements for a Masters Degree in Public Administration under the auspices of the University of Fort Hare.



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RESPONDENTS

These questions have been prepared only for the Community Development Workers.

COMMUNICATION

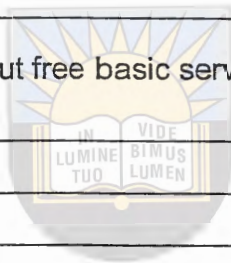
The researcher will engage the respondents in both Xhosa and English, but the final capturing of data will be done in English.

QUESTIONS ARE AS FOLLOWS:

1. What is your general understanding about Free Basic Services?

2. Is the indigent Policy being implemented in your ward in particular? (indigents accessing free basic services) If the answer is no, give reasons why it is not implemented?

3. Are the communities aware about free basic services? If the answer is yes, how is it communicated?



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4. What is your role as a CDW in the registration and verification of indigent applicants?

5. What challenges are encountered in the implementation of free basic services in your ward in particular?

6. If there are challenges in the implementation of FBS in your ward, what can be done to improve the situation?

7. Have you attended any capacity building session in free basic services? If the answer is yes, where and when?

8. In your opinion, is there any role that can be played by NGOs, Traditional Leaders and other relevant stakeholders in the implementation of FBS?

9. Is there any impact of FBS in terms of improving the lives of poor people in your ward?

10. In your opinion, what can be done to ensure that of the package free basic services are only provided to the rightful beneficiaries?

ANNEXURE D: QUESTIONNAIRE FOR MUNICIPAL OFFICIALS

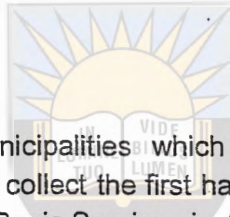
AMAHLATHI LOCAL MUNICIPALITY

NAME OF THE OFFICIAL:

WARD:

DATE:

OVERVIEW



Amahlathi Municipality is one of municipalities which forms part of Amathole District Municipality. The purpose of this tool is to collect the first hand data that will be used to assess and evaluate the implementation of Free Basic Services in Amahlathi Local Municipality for the fulfilment of requirements for a Masters Degree in Public Administration under the auspices of the University of Fort Hare.

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RESPONDENTS

These questions have been prepared only for the Municipal Officials.

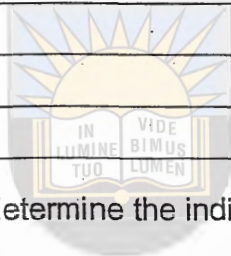
COMMUNICATION

The researcher will engage the respondents in both Xhosa and English, but the final capturing of data will be done in English.

QUESTIONS ARE AS FOLLOWS:

1. Does a municipality have a Credible Indigent Policy which is aligned to the National Guidelines for the implementation of Municipal Indigent Policy?

2. Does a municipality have a functional and a credible Indigent register? If the answer is yes, when is it updated? If the answer is no, why it is not updated?



3. What method is being used to determine the indigent beneficiaries?

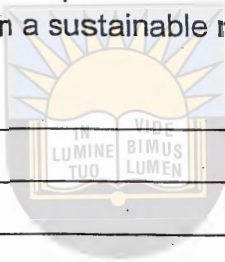
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4. Does a municipality have an FBS communication strategy?

5. Make a list of free basic services which are currently provided by the municipality to indigents?

6. Does a municipality have a dedicated FBS coordinator for handling all FBS matters on daily basis?

7. Is the Free Basic Services programme aligned to the IDP of the municipality? If the answer is yes, what plans are in place for ensuring that FBS is provided to deserving indigent households in a sustainable manner?



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8. How does the municipality conduct the indigent registration and verification of indigent applicants?

9. Is there any integrated plan between the Amathole DM and Amahlathi LM in coordinating the implementation of Free Basic Water and Free Basic Sanitation

10. Is there any provision of Free Basic Alternative Energy to indigent beneficiaries that are living in non electrified areas? If the answer is no why?

ANNEXURE E: EDITOR'S CONFIRMATION LETTER

**SOLI DEO GLORIA
EDITOR'S CONFIRMATION LETTER
TO WHOM IT MAY CONCERN**

I hereby state that I have edited the document:

**AN EVALUATION OF THE IMPLEMENTATION OF FREE BASIC SERVICES AS A POVERTY
ALLEVIATION PROGRAMME IN AMAHLATHI LOCAL MUNICIPALITY (EASTERN CAPE
2008 - 2011)**

by

**LUTHANDO CAMAGWINI FUKU
MASTER OF PUBLIC ADMINISTRATION DEGREE
FACULTY OF MANAGEMENT AND COMMERCE
UNIVERSITY OF FORT HARE
SUPERVISOR: DR R. MLE**

Disclaimer

At time of submission to student, language editing and technical care was attended to as requested by student and supervisor. Any corrections and technical care required after submission is the sole responsibility of the student.

Kind Regards

Hani Sammons
D.Litt.et Phil (University of Johannesburg)

SOLI DEO GLORIA
Language Editing

Cell: 073 778 1801
Email: sdgproofed@gmail.com
DATE: 26 April 2011