The Periodization of South African Local Government Reformation since 1994: (Im)perfect democratic Transition?

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Abstract

The paper critically traces the periodization of local government as part and parcel of transformation and democratisation since democracy. Various epochs do located and analysed ranging from the history of apartheid local government to the democratic era comprise the three-phased model which is underpinned by pre-interim phase, interim phase and lastly the final phase. Despite the constitutional mandate bestowed on local government as an independent, distinctive and integrated sphere of government, the authors argue that local government is burdened with multiple responsibilities hence its imperfection transition. It is further argued that the imperfection transition manifests itself through democratic and service delivery deficiencies further aggravated by poor human and limited financial resources including corruption which culminated into country-wide protests since 2005. The paper is based on a study that uses face to face interviews with both academics and practitioners in the local government including secondary literature. The study found that due to the persistent imperfect transition, local government is one of the most distrusted spheres of government. Poor leadership, especially in running municipalities as well as financial mismanagement were found to be the lead factors that sparked violent protests and demonstrations. The imbalance between the demand and supply in terms of governance has not only contributed to the creation of state dependency syndrome but also engendered people as subject (clients) as opposed to being citizens with rights and responsibilities alike. The paper uses social contract theory to measure perfect or imperfect transition in local government.

Key words: South Africa, local government, service delivery, democracy

Introduction

Since the new political dispensation both nationally and at local government level, South Africa's post-1994 democratisation radically transformed the state, resulting in a paradigm shift from 'government' to 'governance' and developmental local government. By modelling local government along the path of development and local democracy, municipalities are expected to creatively engage people especially in seeking sustainable means and strategies to address socio-economic and political challenges. Various legislations such as Constitution (1996), White Paper on Local Government (1998), Municipal Systems Act (2000) and Municipal Structures Act (1998) lay the foundation for developmental local government that work in partnership with citizens and their representative formation. This obliged municipalities to introduce democratic leadership and ensure socio-economic development, and sustainable service delivery.

The paper critically traces the periodization of local government as part and parcel of transformation and democratisation since democracy. Various epochs are located and analysed ranging from the history of apartheid local government to the democratic era, comprising the three-phased model which is underpinned by pre-interim phase, interim phase and lastly the final phase. Despite the constitutional mandate bestowed on local government as an independent, distinctive and integrated sphere of government, the authors argue that local government is burdened with multiple responsibilities hence its imperfection transition. It is further argued that the imperfection transition manifests itself through democratic and service delivery deficiencies further aggravated by poor human and limited financial resources including corruption which culminated into country-wide protests since 2005. The paper is based on a study that uses face to face interviews with both academics and practitioners in the local government including secondary literature. The study found that due to the persistent imperfect transition, local government is one of the most distrusted spheres of government. Poor leadership, especially in running municipalities as well as financial mismanagement were found to be the lead factors that sparked violent protests and demonstrations. The imbalance between the demand and supply in terms of governance has not only...
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Understanding of local government

In both developed and developing nations, local government occupies an important place in politics yet as Reddy (1999: 9) acknowledges that it is seldom comprehensively written or understood. Local government is created as either the second or the third sphere/level and is often accorded to render services to the local populace (Reddy, 1999), enhance local democracy thereby affording people to govern and facilitate development at local level. Meyer (1978: 10) denotes local government as …local democratic units within the democratic system…which are subordinate members of the government vested with prescribed, controlled government powers and sources of income to render specific local services and to control and regulate the geographic, social and economic development of defined local area. This definition of local government fits in with the features of the apartheid version of local government where it was elevated a subservient status and role by the national or central government. As such local government or authority was recognised as a tier of the state as opposed to being a sphere with its own legislative and administrative power, functions to fulfil its mandate.

Within the intergovernmental relations (IGR) (Watts, 2001) local government is regarded as an integrated, interdependent as well as distinct in relation to provincial and national spheres of government (Constitution, 1996). As an equal government partner, local government is charged with the responsibilities of creating a conducive environment within which local citizens could exercise the Freedom Charter phrase 'people shall govern'. Reddy (1999: 9) views this local sphere of government as…the level of government created to bring government the local populace and to give citizens a sense of participation in the political processes that influence their lives. In the same vein, van der Waldt (2007: 4) defines it as …the decentralised and representative institution with general and specific powers as stipulated by the Constitution (1996) and the White Paper on Local Government (1998). Since local government is the sphere closest to the people (Thornhill, 2008; 59) and van der Waldt (2007; 2) argue that …is an invaluable socio-political laboratory hence various new government proposal are often experimented at this small scale level.

Historical periodization of local government in South Africa

Local government, world-wide more particularly in the developing nations has been institutionalised as part and parcel of the transformation and democratization agenda. The quest for most developing nations to stage the transition from authoritarian regimes to liberal democracy (Heller, 2001), has placed local government on the spotlight regarding its capacity and capability to redress the socioeconomic and political challenges sustained over the decades by the legacy of hegemonic systems of colonialism, imperialism and apartheid. Local government in essence emerged as a result of national struggle for democracy and liberation with decentralisation as the outcome of democratisation of the local state and constitutional mandate accorded upon it. Across the political spectrum, Heller (2001) argues that, 'the disenchantment with centralised and bureaucratic states has made a call for decentralisation an article of faith'. In South Africa, local government similarly to other parts of the world has in the past decades undergone transformative morphosis from colonial and apartheid driven to the transformed and decentralised one.

Historically, local government in South Africa was based on separate development which favoured the white minority. For Togni (1996: 108), apartheid or separate development was therefore anchored on a policy based on the legal separation of groups and individuals in South Africa and was the basis of race, colour, ethnic origin or linguistic and cultural differences. According to Heymans and White, (1991: in Reddy, 1999: 53), the apartheid government “regarded urban blacks as appendices to the homelands and as temporary sojourners in white South Africa who had to exercise their political rights in the homelands”. Johnson (1994: 1) adds that blacks were not permanent citizens and their presence in the cities was linked to their contributions to the urban economy. Therefore historically, South African urban areas have been divided according to race such as Whites, Indians, Coloured and Africans. Apartheid local government was effective in delivering services exclusively in the white areas while black townships typical of colonial urban settlements had poor services, housing and infrastructures. Reddy (1999: 201) opines that:

The track record of ethnic local authorise established in terms of apartheid policy was one of political controversy, administrative constraints and financial shortfalls
Due to the fact that the majority of local authorities despite the above mentioned challenges had no adequate revenue bases, the administrative capacity and political legitimacy rendered these local entities powerless to govern and address development hardships in their local respective areas (Reddy, 1999). Similarly to the colonial era, apartheid local governments were centralized with top-down hierarchical administrations which according to the United Nations (1992: XV) were rigid and centralised while structures were retained even after independence. In essence this inheritance made local government authorities to be too much reliant on central or national government institutions and structures for their operations. In addition, the United Nations argues that consequently over-centralisation distorted the development process because of the lack of drive thereby impeding local initiatives that local skills and talents could contribute towards development as well as under-mobilisation of local resources (ibid: XVI).

Table 1 Acts, institutions and their functions

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<tr>
<th>Acts</th>
<th>Institutions and their Functions</th>
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<tr>
<td>Black (Urban Areas) Act of 1923</td>
<td>Black advisory boards to advice white local authorities on the administration of black townships.</td>
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<tr>
<td>Black (Urban Areas) Consolidation Act 25 of 1945 (repealing Act 1923)</td>
<td>Black advisory boards to serve the same functions as those stipulated by Act 21 of 1923.</td>
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<tr>
<td>Urban Black Councils Act 79 of 1961</td>
<td>Urban blacks councils to which white local authorities could assign powers to perform functions of black authorities.</td>
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<tr>
<td>Black Affairs Councils Act 45 of 1971 (amended to Black Communities Development Act 4 of 1984)</td>
<td>Black affairs administration boards (later renamed development boards) established for fourteen (14) regions. Took over the administration of black urban areas from the white local authorities. Continued to create urban black councils for urban areas. Development boards abolished in terms of the Abolition of Development Bodies Act 75 of 1986. Personnel and functions transferred to then four (4) provincial administrations.</td>
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<tr>
<td>Community Councils Act 125 of 1977 (repealing Act 79 of 1961)</td>
<td>Community councils could be established for the urban areas by the administration boards</td>
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<tr>
<td>Black local Authorities Act 102 of 1982</td>
<td>Black local authorities, the equivalent of white local authorities, could be established.</td>
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Source: Reddy & Maharaj, 2008: 188

White Local Authorities (WLAs)

Discrimination and racial divide was apparent in the apartheid model of local authority. On one hand, Cloete (1995: 2); Reddy (1996: 53) and Makgetla (2007: 147) note that white local authorities were well resourced with good facilities and services with business and industrial base in their jurisdiction. While on the other hand, black local authorities were under-resourced with poor facilities and services. South Africa was partitioned into four provinces which had their own different types of local authorities namely Natal, Orange Free State, Transvaal and the Cape (Polunic, 2000: 14). By then the South African local authorities were direct imitations of English local authorities. Polunic (2000: 15) further assets that white local authorities had to deal with the provision of public services and the maintenance of infrastructure, land use and traffic control. Polunic adds that, white local authorities enjoyed the power to make by-laws and preparation which enforce town planning.
Local Authorities created for Indians and 'Coloured'

The creation of local Authorities specifically for Indians and 'Coloured' further entrenched the apartheid 'divided and rule' policy. Despite that the grand apartheid was based on discriminating all those who were not regarded as white by law, certain rights and privileges were bestowed on Indians and 'coloured' people. Ismail, Bayat & Meyer, 1997: 49) opine that although, only whites were eligible to exercise their voting rights in provinces such as Transvaal and Orange Free state, Coloureds, Indians and Whites had equal 'legal footing' and can appear on the same voting roll if they meet the voting qualifications...property ownership of a certain value. Under the National Party, the implementation of apartheid policies and the perpetuation of differentiation of structures and systems according to race or population groups saw the establishment of Management committees for Coloureds and Indians and Local affairs committees in Natal (ibid: 45).

With the promulgation of the local government Extension Ordinance (of 1963-Ord. 23) by the Natal Provincial Council, Under the 1962 Group Areas Amendment Act, both Management Committees (for coloureds) and Local Affairs Committees (for Indians) were established through the recommendation of the mister of community Development Polunic, 2000: 17). According to the Act both committees had to pass through three stages or phases for them to be recognised or become fully fledged municipalities with equal status to the White Local Authorities (WLAs). In the first phase, consultative committees with advisory powers had to be constituted. With the second phase, councils were partly elected and partly nominated; hence their powers were still advisory. The second phase entailed the qualification by MC and LAC to have equal status similar to the WLAs provided they had sufficient revenue, trained staff, and a minimum area size with the capacity for geographic consolidation (ibid). According to Cameron (1991 in Ismail, Bayat & Meyer, 1997: 50), both MC and LACs had resemblance with those of the Black local authorities in terms of their areas of jurisdictions. Cameron (1991) argues that black, Indian or colour designated local authorities, all were characterised by little or no rates-generating commercial, industrial and mining areas coupled with lack of financial viability and widespread community resistance. The imposition of the conditions by the Act and its prescriptive phases almost made it impossible for these committees to reach the third stage as Polunic (2000: 17) reported that 'only four Indian LACs reached the final stage, while no coloured authority was deemed viable enough to reach it.'

Black local authorities (BLAs)

Nel (2004: 26) states that the apartheid government systematically disempowered people and denied them access to political participation in any form of governance but rather vested power and decision-making to a minority group which used top-down governance. Black people Nel (2004: 27) further argues were denied democratic representation and any legitimate means of participating in development activities. The ruthless and segregatory government brought about black/Indian/coloured problematic and racial local authorities.

Unlike the Indian and coloured authorities Ismail, Bayat & Meyer (1997: 50) state that black local authorities were established under Urban Bantu Councils Act, 1961 (ct 79 of 1961). Ismail et al state that the councils had similar powers and functions as the Indian/coloured Advisory committees. They however delegated powers that were only enjoyed by (WLAs). Similarly to the Indian/coloured local authorities, the black authorities had no outlet to generate taxes and funds as the WLAs (Vyas-Doorgapersad 2010: 45, Ismail et al 1997: 50).

By 1976 the black local authorities were rife with resistance which ended the Soweto uprisings. Soon after the uprisings against the administration boards in 1977 a Community Councils Act, 1977 (Act 125 of 1977) was established. Kendall (1991: 30 in Ismail et al 1997: 51) observed that:

These Community Councils were administrative extensions of Bantu Affairs Administration Boards (BAABs) and they were given the unenviable task of collecting higher rents and service charges to finance township upgrading programmes. The government hoped that this would discourage further unrest but, not surprisingly; these unrelated bodies were a failure.

Polunic (2000: 21) concurs with Kendall that the Act did not grant powers on Community Councils but rather 'allowed the central government to transfer any of its powers wielded by the Administration Boards'.

In contrast to Indian/coloured who had to prove they were property owners to be allowed to vote, black voters had to prove that they had no criminal record and were registered residents of a particular township. Many blacks were excluded s they did not fit into this criteria. In order to deal with boycotts on rent and service charges, Planet (1989 in Ismail et al 1997: 52) opines that these challenges further aggravated the financial problems of Black local authorities.
Evolution of democratic local government: Policy imperatives and the birth of developmental local government

Since the new democratic government came into power in 1994, various policy frameworks have been introduced. Their purpose has been among others, to create a legislative environment through which public participation could enhance and deepen participatory democracy. The South African Constitution states that one of the five objectives of local government is “to encourage the involvement of communities and community organizations in matters of local government”.

Section 1996 chapter 7) become an anchor and a foundation for the new local government dispensation which culminate with December 2000 local government elections.

Final phase

Both pre-interim and interim phases are the foundation for a final stage in the three pronged model and it is acknowledged that the LGTA had become the centrepiece of seven years of local government transition (de Visser, 2005: 62). Despite the complex nature of local government transition and its contestation, LGTA further provided a precise overall model for the transition, comprising of three phases, a three phased model (ibid). Service delivery became the hallmark of local government transitional era especially the final phase. Since the Local Government Transition Act (1993) was limited to deal with the transition process hence it did not as Reddy (1999: 203) posits; address the substance or content of a new system of local government. The final phase therefore constitutes the final system within which the new constitution was put into effect 1 February 1997), White Paper on Local Government (1998) forming part of the comprehensive legislation.

(Im) perfect transition—Local government in crisis Local government's incapacity to deliver services

The local government in the Third World in particular is overburdened by a growing metropolitan population. There are growing needs for services in the cities especially among the poor and this is unlikely to be met by local governments as is the case with the roles assigned to them. Housing, transport, sanitation, public safety, education and health among many can best be provided for by local governments because they are visible (Rondinelli 1988: 19) however the high populations in the cities make it difficult for local governments to provide these.

Rondinelli (1988) argues that the challenges faced by the third world local governments is that they are seen as providers of services unlike in the first world where services can also be provided by different stakeholders such as the private sector and local organisations. It is also assumed that governments in developing countries should be the primary sources of basic services and facilities in the urban areas; but the rising population and deficiencies in services places pressure on local governments. This also increases pressure on national governments who are faced with stunted or little economic growth. The combination of these challenges is a political concern for local governments and national governments due to their failure to meet demands.

In addition third world local governments lack adequate administrative and technical capacity to plan, finance and carry out expanded service delivery. Rondinelli (1988) argues that local government’s dependency on central government for funds for construction and maintenance of local facilities keeps them handicapped.

Local government in South Africa is not different from the described third world local government. The South African local government is overburdened by a growing young population in the urban areas as well as a growing population migrating from the rural to the urban areas. For example it is difficult to provide housing to the urban populations hence the rise in the informal settlements around the cities. In addition to the legacy of apartheid municipals are faced with backlogs in service delivery.

A weak administrative capacity and poorly trained staff is the one of reasons municipalities fail to deliver services. Nepotism and cadre deployment of unskilled personnel is an area that contributes towards the failure of delivery of services. Corruption and mismanagement is rife in the local government; hence the incapacity to deliver services as funds are diverted for personal use and not for development. Some municipals are financially poor and cannot raise their own revenues which could help to meet the rising urban needs. Extensive research conducted by many researchers shows that the South African local government is faced by a multiple of challenges particularly lack of finance, land and human capacity assets that are at the heart of service delivery.

Mass strikes and demonstrations

South Africa has been labelled the protest city of the world (Tong and Lei 2010). Protests are symbolic of a non-functioning local government. The protests are a legacy of the resistance struggle against the apartheid
There were some analysts who argued that the lack of service delivery forced these communities to vent their frustrations on foreigners. In 2008, 61 people, most of them foreigners, were killed over service delivery. The communities particularly in the poor black municipalities attacked foreigners for taking services that were meant for them. They accused the foreigners for stealing government built houses and paying bribes to municipal workers in order to get in front of the queue for services. The horror and extent of the violent protests were left etched in many people's minds. Some analysts argue that lack of service delivery forced these communities to vent their frustrations on foreigners.

The ineffectiveness in service delivery, poor responsiveness of municipalities to people's grievances and the inconspicuous consumption entailed by a culture of self-enrichment on the part of municipal councillors and staff are the main cause of service delivery protests (Atkinson 2007:53). The case of Makana municipality in the Eastern Cape is one typical example where the local government stubbornly refused to respond to the people's problems. Makana municipality is one among many that have seen protests over service delivery. In her analysis of the protests Atkinson (2007: 63) found that protestors regularly complained about the unresponsiveness of officials and councillors. Her findings show that the channels of communication with municipal mayors and councillors are blocked.

Blame, however cannot be placed on local governments, the intergovernmental system has also largely failed to support government adequately. Atkinson (2007) adds that powers, functions and capacity responsibilities remain poorly defined hence poor service delivery. Indeed municipalities face severe strain to deal with poverty, unemployment, marginalised communities, urbanisation and HIV/AIDS. Similarly to Rondinelli's (1986) analysis of the challenges of the third world cities and Atkinson's (2007) findings on South African local government, it is evident that local municipalities bear the brunt of the state's failure in formulating appropriate policies that can address urban challenges. Lack of adequate service delivery and citizens' frustrations with an unresponsive local government, evidence of progress in other municipalities, poor maintenance of infrastructure; high rates in services particularly water and electricity; the erratic provision of infrastructure such as power and water outages, rudeness and shoddy treatment by front-end municipal staff (Atkinson 2007: 58) and politically connected people benefiting at the expense of others are among many issues that cause protests which often times become violent.

Local Government and National interventions Project Consolidate

Established in 2004, Project Consolidate sought to capacitate underperforming municipalities through support from experts and partnerships. Altogether, 136 municipalities were identified as having blockages owing to negative feedbacks and complaints received during the national and provincial elections. According to Sekhukhune & Reddy (2009:224), Project Consolidate was one of the national government's key initiatives to support capacity building within local government. Previous research identified similar challenges suggesting that the provision of basic services and infrastructure remains a thorny problem in many municipalities (see Henson, et al. 2004). Although the government was tackling poverty and providing basic services, many households still lacked access to electricity, sanitation or drinking water. Realizing that many municipalities had numerous backlogs and incapacity to fulfill their constitutional mandates, the then Ministry of Provincial and Local Government launched Project Consolidate. To tackle the escalating problems of poor service delivery, the project enabled provincial governments and key private sector partners to find innovative ways of supporting local government to boost service delivery. According to Pieterse and van Donk (2008: 53) the local government institutional failure to redress the apartheid legacy in terms of poverty alleviation, service delivery and employment creation led to an institutional crisis which manifested in the form of shortage of appropriate skilled municipal staff; particularly in managerial and technical positions including the weak and fragmented financial management systems.

Project Consolidate's main aim was to promote a culture of performance and accountability within municipalities by creating collective responsibility, governance and performance in municipalities (CMTP, 2003-2008). The two year project was earmarked to connect national and provincial governments with the private sector to collaborate in reconstruction and local development by capacitating the 'failing' municipalities. Project Consolidate involved the deployment of experts to assist municipalities in addressing practical service delivery and local governance issues (Department of Provincial and Local Government, 2006: 1). Specific areas were identified as needing assistance in the development and implementation of indigent policies, and free basic services and billing systems. Municipal debt and local development were also identified as areas in which Project Consolidate could assist. Project Consolidate introduced performance management and public
participation, key features that put an emphasis on anti-corruption which was also identified as a serious challenge in the 'failing municipalities'.

Project Consolidate was tasked to assist and encourage municipalities to ensure that they complied with the Municipal Financial Management Act's internal audit control measures to safeguard them from incompetent and corrupt management by supporting the municipalities with in financial auditing skills. Former Local Government Minister, (Mufamadi), in 2006 envisaged that Project Consolidate would ensure efficient utilization of resources drawn from national revenue to benefit the poor and accelerate service delivery. Many programs followed Project Consolidate in order to sustain and consolidate the implementation of its policies. According to Pieterse and van Donk (2008: 54), Project Consolidate targeted failing municipalities which subsequently managed to elevate themselves through tremendous achievements and progress, but with some remaining trapped in the vicious cycle of under-performance mainly due to inherent institutional weaknesses coupled with skills and financial management challenges. This intervention was according to Powell (2012: 18) was directed at those municipalities under stress due to a systematic crisis in local government. In this regard, the case of Umzumbe municipality will be examined below. For Umzumbe to ensure good governance, some simple but fundamental rules had to be put in place. One of these is that a municipality's citizens must participate in its running. The municipality therefore needs to be inclusive regardless of party politics. Similarly, public participation in the municipality will boost its accountability and transparency, thus avoiding corruption and mismanagement within the municipality (Davids, et al., 2005). IDP Representative Forums and community IDPs are recommended as strategies that could enhance good governance. IDP community participation at Umzumbe Municipality put in place a range of processes and mechanisms to deepen democracy through participative planning that accommodates all role players. The IDP Forums connected sector departments and utilizes various processes and forums for integrated development planning in the municipality.

**Local government Turnaround strategy**

Local Government is a key part of the reconstruction and development effort in our country. The aims of democratizing our society and growing our economy inclusively can only be realized through a responsive, accountable, effective and efficient Local Government system that is part of a Developmental State. The establishment of a South African Developmental State is grounded in the vision of the State and Society working together at all levels to advance social justice, economic growth and development (Tshishonga & de Vries, 2011). Developmental local government is central to building the developmental state. Seventeen years into the new Local Government System there have been worrying trends and signs that undermine the progress and achievements made thus far which are a threat in service delivery and socio-economic development. Root causes for some of the problems I include: Systemic factors (linked to model of local government); policy and legislative factors; political factors; weaknesses in the accountability systems; capacity and skills constraints; weak intergovernmental support and oversight; and issues associated with the inter-governmental relations. Local government Turnaround Strategy (TAS) Intervention similarly to Project Consolidate was introduced to respond to local government distress or signs of distress which according to Powell (2012: 21) manifests itself through 'huge service delivery backlogs' hence local government state of crisis. The intervention was justified by COGTA (2009: 13) through inter alia, a breakdown in council communication with and accountability to citizens, political interference in administration, corruption, fraud, bad management, increasing violent service delivery, factionalism in parties and depleted municipal capacity.

The main objective of the national “local government turnaround strategy” is to renew the vision of developmental local government. In fulfilling this mandate, the strategy seeks to improve the organizational and political performance of municipalities and therefore that would translate to the improved delivery of services. The goal is to improve the lives of citizens, and progressively meet their social, economic and material needs, thereby restoring community confidence and trust in government. The paper has deliberated and revealed factors which have contributed to barriers that hinder service delivery within municipalities and thus a need for the development of a new strategy that would have an influence in bringing about socioeconomic development.

**Conclusion and recommendations**

Under colonial and apartheid rule, local state became a space through which the indigenous people were excluded and ostracized to contribute actively and meaningfully in the development of their countries. Consequently local government was transformed into status quo maintaining machines which did not only deny the poor and oppressed their citizenship rights, but further alienated and dehumanised them with no or meagre resources to live a decent living (Reddy 1999, Ismail et al 1997; Polunic 2000 and Togni 1996). The (re)birth of democratic states
were however installed and fought for with the ultimate purpose that democracy could be instrumental towards redressing the severe social and economic inequalities and political exclusion suffered and endured by the people in the developing nations. Despite the constitutional mandate bestowed on local government as an independent, distinctive and integrated sphere of government (Kahn, et al, 2011), the authors argue that local government is burdened with multiple responsibilities hence its imperfection transition. It is further argued that the imperfection transition manifests itself through democratic and service delivery deficiencies further aggravated by poor human and limited financial resources including corruption which culminated into country-wide protests since 2005. The study found that due to the persistent imperfect transition, local government is one of the most distrusted spheres of government. Poor leadership, especially in running municipalities as well as financial mismanagement were found to be the lead factors that sparked violent protests and demonstrations. The imbalance between the demand and supply in terms of governance has not only contributed to the creation of state dependency syndrome but also engendered people as subject (clients) as opposed to being citizens with rights and responsibilities alike.

This paper has traced the different periods from the colonial and apartheid era to the current democratic dispensation. The author in this paper have also highlighted the importance of local government under the new dispensation emphasising the developmental functions of service delivery, expediting local development and promoting democracy through citizen participation. For effective, efficient and responsive local government the chapter argued that there is need for both financial and human capacity. In addition, it highlighted need for skilled and competent human capacity particularly at a managerial level if local government is to win citizen trust and support. The question is to what extent developmental local government can be instrumental towards building inclusive citizenship within democratic governance context. The authors recommend that local government should by all means create an enabling and a conducive environment in which people inputs could matter in governing municipalities to be the centres of excellence in discharging their local democratic, developmental and service delivery mandate. Central to the function of local government, people should not only be active in (re)claiming their rights but also should assume responsibilities as citizens of their respective municipalities. The available formal structures such as IDP, ward committees including Imbizo should not be abused for party political gains or mobilisation but be genuine vehicles for people to exercise 'people should govern'. In this regard, the authors on one hand argue that the enhancement of participation should instil a sense of identity and belonging among people as citizens while on the other hand, Tshishonga & Maphunye (2011: 1238) associate the notion of citizenship as a matter of identity and the politics of either exclusion or inclusion.

References


