



Governance Performance Index – South Africa 2024

Governance Insights and Analytics

Research Precision, Governance Passion

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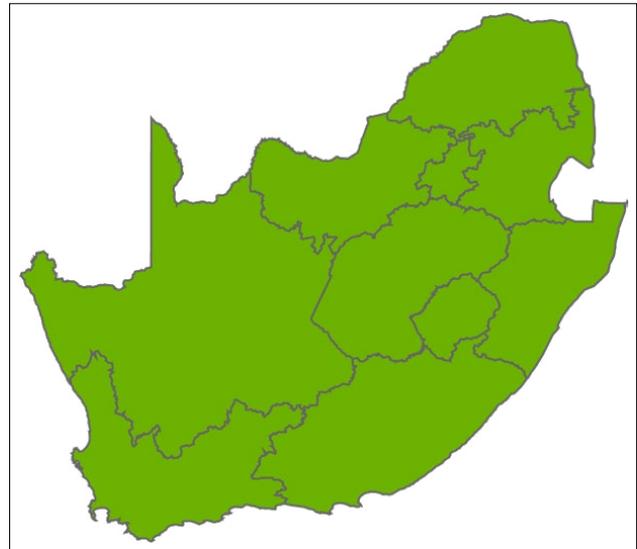
Introduction

South Africa’s system of local government is presently undergoing its most widespread sequence of changes since the introduction of a new system shortly after our transition to democracy.¹ Politically, the 2021 local government elections produced a record number of hung municipal councils, where no single political party gained an outright majority.² Relatedly, the national government department responsible for managing the relationship between different levels of government, the Department of Cooperative Governance and Traditional Affairs (CoGTA), has signalled its intent to revise core features of the country’s existing legislative framework for local government, including how they pertain to the management of hung councils.³ Moreover, the Department of Public Service and Administration’s 2022 National Framework identified local government as a principal sphere within which the professionalisation of the public sector must be widespread to facilitate national development.⁴

These shifts raise the question of how South Africa’s existing municipal system is currently performing when considering the role the Constitution envisages for local authorities.⁵ Good Governance Africa’s (GGA) 2024 Governance Performance Index (GPI) offers an assessment of how individual local governments are performing in order to assist in targeting interventions.

As a rigorously independent organisation, we hope that, with this particular report, we can provide the most accurate, publicly available portrait of the state of local government in South Africa.

Since the release of the last GPI report in 2021,⁶ South Africa has benefitted from a wealth of publicly accessible data on the current state of service delivery and administration within municipalities across the country.



South Africa’s nine provinces

While creating the 2024 GPI, we have drawn on this newly available data, including from the 2022 Census⁷ as well as the Department of Water and Sanitation’s relaunched⁸ Blue Drop, Green Drop and No Drop reports⁹, among other primary sources. As such, this edition of the GPI features an expanded set of categories, sub-categories and indicators, a score and rank for district municipalities, and a more forensic breakdown of municipal performance by local municipal sub-classifications.

More generally, with this GPI report and its accompanying publications, GGA hopes to provide high-level “upstream” inputs to municipalities and government departments on how to manage the various considerations impacting local governance reform. It is also imperative that other critical segments in society,

1 Good Governance Africa (GGA). (2024). “Africa in Fact Quarterly: Local Governance”. AiF Issue 68. Available: <https://africainfact.com/features/>

2 Electoral Commission of South Africa (IEC). (2023). “Municipal Election Reports”. Available: <https://www.elections.org.za/pw/Downloads/Documents-Municipal-Election-Reports>

3 Department of Cooperative Governance and Traditional Affairs (CoGTA). (2023). “Ministerial Remarks: 15 November 2023”. Available: <https://www.cogta.gov.za/index.php/2023/11/15/minister-nkadimengs-remarks-during-the-media-briefing-on-the-latest-developments-in-municipal-support-and-intervention/>

4 National School of Government (NSG). (2022). “A National Framework Towards the Professionalisation of the Public Sector”. Department of Public Service and Administration (DPSA). Pretoria: Government Printer.

5 Department of Justice and Constitutional Development. (1996). “Chapter 7: Local Government”. In The Constitution of the Republic of South Africa. Pretoria: Government Printer

6 Good Governance Africa (GGA). (2021). “Governance Performance Index: 2021”. GGA. Available: <https://gga.org/governance-performance-index/>

7 Statistics South Africa (Stats SA). (2023). “Stats SA Census Portal: 2022”. Available: <https://census.statssa.gov.za/#/>

8 GGA applauds the decision of the DWS to relaunch and fully publicise these critical reports. They offer valuable insight into the state of water system quality within contemporary South Africa. Moreover, we find the department’s recent announcement that it will be collaborating with CoGTA, National Treasury, and the Municipal Infrastructure Support Agent (MISA), to implement action plans to support the 30 most vulnerable municipalities the Drop Programme Reports identified in improving their water and sanitation systems monitoring to be highly encouraging. If effectively implemented, such an initiative can go a long way toward ensuring that high-quality and accessible services are the norm and not the exception across the country.

9 Department of Water and Sanitation (DWS). (2023). “Water and Sanitation releases 2023 full Blue Drop Report” Available: <https://www.gov.za/news/media-statements/water-and-sanitation-releases-2023-full-blue-drop-report-05-dec-2023#:~:text=The%20Department%20of%20Water%20and,as%20well%20as%20the%20Green>



Photos: Getty Images

such as civil society and the private sector, view the GPI as a governance assessment tool to identify the areas where they can help South Africa's democratically elected local councils strengthen their capacities to deliver on their core constitutional mandates. This, in turn, can generate an enabling environment wherein economic development can flourish. In this regard, the value proposition for the private sector is clear: GGA's 2022 GPI-based Intelligence Report illustrated how the more adverse the governance in a municipality was, the more likely the same municipality was to experience unlawful and operations-disrupting riots compared to typical service delivery protests.¹⁰

Most of all, however, GGA aims for the GPI to inspire

South African citizens to play a greater role in the local governance process of their country. As this report outlines, South Africa has made important strides across 30 years of democracy, not least in the local governance sphere. However, substantive inequalities remain especially when it comes to the accessibility and the quality of critical services like piped water and adequate sanitation. Ultimately, resolving these inequalities in a manner that ensures accessible, affordable and quality services are available across all nine provinces can only occur if citizens hold their elected officials to account within and between election cycles.

¹⁰ Desai, P., Bennett, M., & Dube, C. (2022). "The role of local governance in achieving political stability". Good Governance Africa. Intelligence Reports. Available: <https://gga.org/the-role-of-local-governance-in-achieving-political-stability/>

GPI Outline

Purpose

In 2021 GGA undertook a comprehensive revision of the GPI, with the intent of developing a methodology that balanced fairness and accuracy, with direct reference to the role identified for local government within South Africa’s constitutional framework. Specifically, in revising the GPI, we referred to five core documents:

1. The Constitution of the Republic of South Africa, 1996, Chapter 7
2. White Paper on Local Government, 1998
3. Municipal Structures Act, 1998, Act 117 of 1998
4. Municipal Systems Act, 2000, Act 32 of 2000
5. Municipal Financial Management Act, 2003, Act 56 of 2003

Translating the role these documents outline for local authorities in South Africa into a quantitative governance assessment tool is possible because core statutory institutions such as the Auditor-General, National Treasury, and Statistics South Africa provide regular, public, and generally reliable data on municipal performance and outcomes. As a result, we are able to see, for instance, whether better audit outcomes are linked to better service delivery, among other things.

Further, by aggregating these critical data sources into one assessment index, we are able to determine, while controlling for other factors, whether better municipal performance, in turn, impacts critical measures of economic development such as poverty rates, or useful indicators of citizen engagement such as voter turnout patterns. Thus, tools such as the GPI can also enhance our understanding of the political economy of South Africa, especially because GPI scores are trackable over time. However, to explain how we created a coherent scoring system designed to fairly evaluate South Africa’s 257 municipalities, we need to delineate the complex system of classifications that underpins South Africa’s system of local government.

Municipal Classification in South Africa

The structure of South Africa’s system of local government is principally outlined in Chapter 7 of the Constitution, and Chapter 1 of the Municipal Structures Act. In essence, these documents identify three main categories within which each of South Africa’s municipalities are classified: Category A metropolitan municipalities; Category B local municipalities; and Category C district municipalities. Category A metropolitan municipalities, of which there are currently eight, are, in general, the most populated (in both aggregate and density terms) municipalities in the country.¹¹ The larger budgets and sole executive authority that these municipalities retain over local governance matters within their boundaries, reflect the fact that approximately four in 10 South Africans reside in these municipalities.¹²

Outside of these eight metropolitan municipalities, the rest of South Africa is locally administered by a two-tier system encompassing 205 Category B local municipalities and 44 Category C district municipalities. Within the National Treasury’s Municipal Infrastructure Investment Framework (MIIF), Category B local municipalities are further subdivided into four subcategories: B1: Secondary cities, B2: Large towns, B3: Small towns, and B4: Mostly rural areas. As the names suggest, these classifications were primarily determined with reference to total population sizes, population densities, local economic specialisations, financial strength and the history of the area. In respect of the history of the area, a core consideration was given to whether the area encompassed was primarily governed by the homeland system during the Apartheid era.¹³ For example, being largely located in a former homeland area was one reason certain municipalities received categorisation as B4: Mostly rural areas.¹⁴

Finally, districts are principally classified in terms of whether they have water services authority (WSA) responsibilities or not. Category C1 district municipalities lack these responsibilities, while Category C2 district

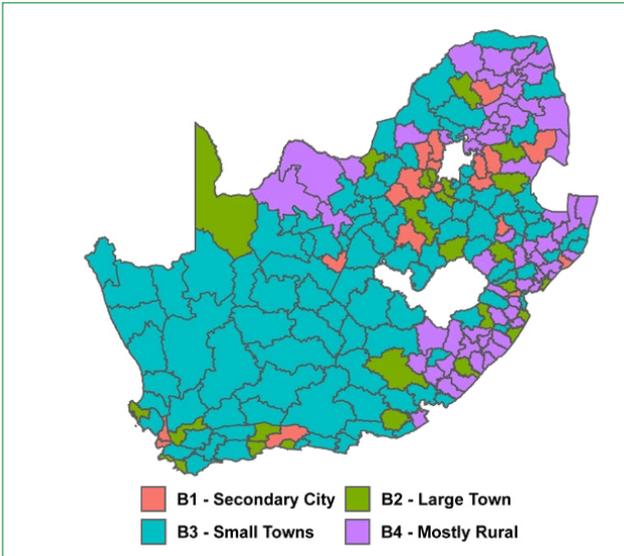
¹¹ Palmer, I., Moodley, N., & Parnell, S. (2017). “Chapter 3: Institutions”. In *Building a Capable State: Service Delivery in Post-Apartheid South Africa*. Zed Books.

¹² Stats SA. (2023).

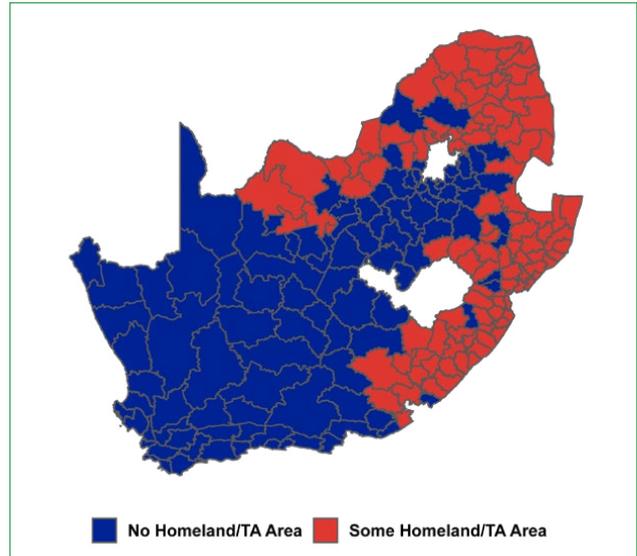
¹³ Palmer, Moodley & Parnell. (2017).

¹⁴ Ibid.

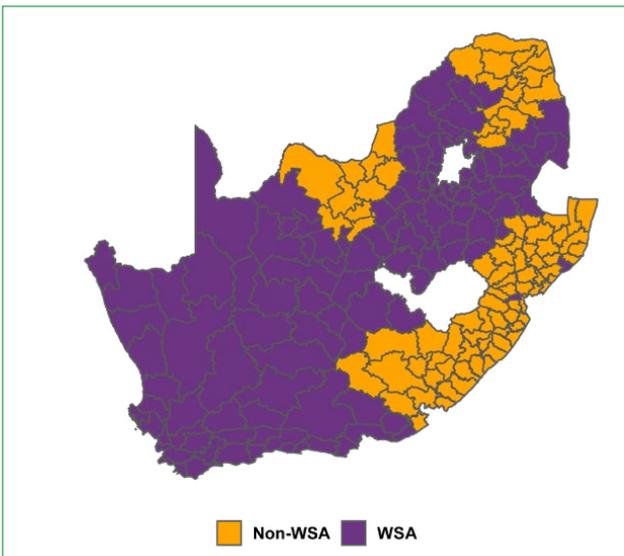
Figure 1: Mapping South Africa’s Municipal System Structure



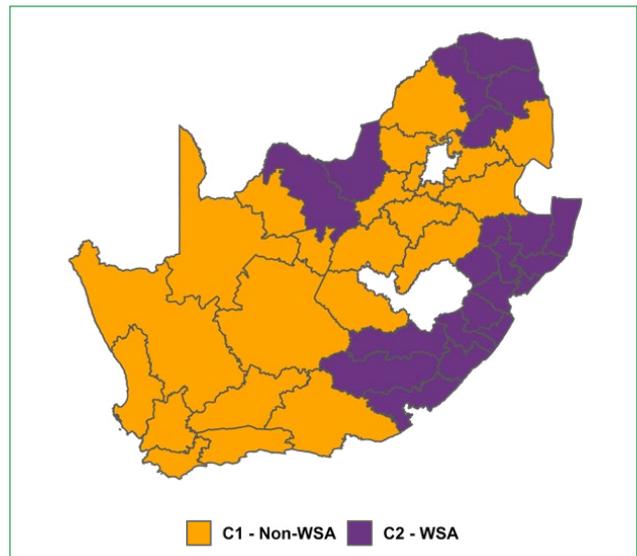
Map 1: Local Municipality MIIF Classifications



Map 2: Homelands/traditional authorities presence in a municipality



Map 3: Local Municipal classification in terms of WSA responsibilities



Map 4: District Municipal classification in terms of WSA responsibilities

Source: GGA (2024)

municipalities possess these responsibilities. This is a fundamental difference as C1 districts have very limited service provision responsibilities. Most commonly, and as Map 4 within Figure 1 shows, Category C2 municipalities are found in the Eastern Cape, KwaZulu-Natal, Limpopo and North West provinces. In turn, the rest of the maps in Figure 1 display the sub-categories of local municipalities, the extent of land area within each local municipality formerly governed by homelands or currently administered

in some way by traditional authorities¹⁵, and WSA responsibilities by local municipalities. To a considerable extent, the GPI respects these assigned responsibilities when determining the scoring and weighting for individual responsibilities. For instance, the 90 local municipalities which have no WSA responsibilities are not scored on GPI indicators measuring accessibility or the quality of services like piped water and adequate sanitation.

¹⁵ Department of Cooperative Governance and Traditional Affairs (CoGTA). (2022). "State of Local Government: 2021". CoGTA. Pretoria: Government Printer.

Table 1: Overview of the 2024 GPI

| GPI Category | Definition | Data Sources (most recent version) |
|--|---|--|
| Administration & Governance | Administration encompasses aspects of accountability, compliance, financial management, financial soundness, and human resources management. | Auditor-General Municipal Financial Management Act (MFMA) Reports (2021-22); National Treasury Municipal Money Database; Financial Census of Municipalities (Q3, 2023) |
| Economic Development | This category examines measures of employment, poverty, and formal housing. Due to their larger budgets, only metropolitan municipalities were evaluated on this indicator. | 2022 Census; Quarterly Labour Force Survey Report (Q3, 2023); General Household Survey Metropolitan Municipalities (2022) |
| Leadership & Management | Both political and administrative leadership plays a key role in ensuring functional local government. In view of this, we have introduced this category for the 2024 GPI. | Auditor-General MFMA Reports (2021-22); Non-financial Census of Municipalities (2021-22) |
| Planning, Monitoring & Evaluation | This category measures the performance of municipalities in terms of the extent to which they have met their responsibilities in annual planning, monitoring and evaluation requirements. | Auditor-General MFMA Reports (2021-22); National Treasury Municipal Money Database; Non-financial Census of Municipalities (2021-22) |
| Service Delivery (weighted most) | Ensuring basic service delivery is the core responsibility of local government. We focus on access provided to four key services: piped water, sanitation, electricity and refuse removal. In this category we also emphasise the quality of these services, and the level of support which municipalities provide to the most vulnerable (indigent) households in their areas. | Census (2022); Community Survey (2016); Non-financial Census of Municipalities (2021-22); Blue Drop Report (2023); No Drop Report (2023); Green Drop Report (2022) |

GPI Categories and Indicators

Previously, the GPI only scored the 205 local municipalities and the eight metropolitan municipalities. For 2024, we have added district municipalities into our assessment, whilst also expanding the list of categories, sub-categories and indicators we scored municipalities on.

Specifically, in 2024, we evaluated all municipalities according to the four categories of: i) Administration & Governance; ii) Leadership & Management; iii) Planning, Monitoring & Evaluation; and iv) Service Delivery. The latter was weighted most due to the importance that the constitution and associated legislative frameworks

stress on the role which local government has in terms of distributing core services to households.

Finally, considering their larger budgets, metropolitan municipalities are evaluated with one additional category: Economic Development. Table 1 delineates these categories and identifies the relevant data sources from which we derived indicators. All of our indicators, of which there were approximately 40 in total, are adapted from publicly available data sources which we standardised on a scale ranging from 1 to 5, with 5 reflecting optimal municipal performance. As part of the 2024 GPI, we score and rank metropolitan, district and local municipalities separately.

Summary of Local Municipality Rank

What the GPI indicators suggest

South Africa's 205 local municipalities are responsible, in each instance to at least some extent, for the local administration of areas which together account for roughly 60% of the country's population. They are therefore a critical immediate point of contact for millions of citizens across the country, spanning urban, semi-urban and rural locales. The maps in Figure 2 compare local municipal performance in the 2021 GPI with performance in the 2024 GPI.

As both maps indicate, Western Cape municipalities dominate the upper echelons of local municipal performance in South Africa. In 2021, 13 of the top 20 highest-ranked municipalities were in the Western

Cape, while in 2024, that number has risen slightly to 15. According to the 2024 GPI, Swartland Local Municipality is the best-performing municipality in the country, with Drakenstein Local Municipality and Saldanha Bay Local Municipality rounding out the top 3. Each of these municipalities also topped their respective municipal sub-classification ranking, with Swartland ranking first among Category B3 municipalities (small towns), Drakenstein topping the rank of Category B1 municipalities (secondary cities), and Saldanha Bay performing best among Category B2 municipalities (large towns). The top-ranked Category B4 (mostly rural) municipalities were Blouberg Local Municipality in Limpopo and Winnie Madikizela-Mandela Local Municipality¹⁶ (formerly Mbizana) in the Eastern

Figure 2: Local Municipal Performance on GGA's GPI



Select/click a year to toggle between maps:

¹⁶ We reflect in greater detail, on the dramatic improvement in municipal governance in Winnie Madikizela-Mandela Local Municipality, previously one of the lowest scoring municipalities on the GPI, in the penultimate section of this report titled "A Call to Action".

Cape. These municipalities ranked 21st and 22nd in the overall rank respectively. The final section of this report provides the GPI rank for the 205 local municipalities in South Africa by their MIIF classification.

Considering that among the core inputs of the GPI are the Auditor-General of South Africa’s (AGSA) annual MFMA reports and the Department of Water and Sanitation’s Blue Drop, Green Drop and No Drop reports, the dominance of the Western Cape should come as no surprise. Of the 23 local municipalities which received the best possible audit outcome during the 2021-22 financial year, 16 were in the Western Cape.¹⁷ Similarly, 11 of the 26 local municipalities which the 2023 Blue Drop Report identified as having “Good” or “Excellent” water system quality were in this province.¹⁸ Within the 2022 Green Drop Report, 10 of the 12 municipalities scoring in the relevant higher-tier performance levels were in the Western Cape, while the same is true for eight of the top nine municipalities according to the 2023 No Drop Report.¹⁹

Figure 3 displays the average local municipal GPI 2024 score within each province. Figure 3 also includes public sentiment data recording the level of satisfaction in each province with municipal governance, adapted from the Human Sciences Research Council’s (HSRC) 2021 Election Indicators series of reports.²⁰ Scanning the two graphs in Figure 3, it is interesting to note that while satisfaction in municipal performance is generally low, the province where GPI 2024 municipal performance is, on average, recorded as most effective, the Western Cape, is also the province where the HSRC recorded citizens as being the most satisfied. By contrast, the North West province reports by far the lowest average GPI scores, corresponding with a reality wherein nearly 40% of the province’s 18 local municipalities are currently under provincial administration.²¹ The public sentiment toward the state of municipal governance in this province appears to reflect this reality, with less than one in five respondents from the province expressing satisfaction with municipal performance, the lowest rate in any province.

Notwithstanding the especially negative sentiment prevalent in the North West, citizen satisfaction with municipal performance in South Africa is generally low, with only three in 10 South Africans expressing satisfaction across the period between 2010 and 2021.²²

Assessing the state of local governance and sentiment across other provinces, it is noteworthy that compared to the 2021 GPI, KwaZulu-Natal municipalities performed slightly better on average, largely as a consequence of improved performance in the categories of Administration & Governance, and Planning, Monitoring & Evaluation. In fact, KwaZulu-Natal overtook Gauteng as the province with the second highest average GPI score among local municipalities.²³

Although Gauteng municipalities continued to report relatively strong performances in the GPI category of Service Delivery (scoring only 0.06 GPI points less than the Western Cape on average), the province’s performance on the GPI was adversely affected by generally poorer scores on the categories of Administration and Leadership & Management. According to the AGSA, at least some of the decline in the quality of administrative governance in Gauteng is attributable to the preponderance of political instability within the province’s municipalities, especially within hung councils.²⁴

However, the overall GPI indicates that as in previous reports, there is no requirement for hung councils to

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17 Auditor-General South Africa (AGSA). (2023). “Consolidated General Report on Local Government Audit Outcomes: MFMA 2021-22”. Available: <https://www.agsa.co.za/Reporting/MFMAReports/MFMA2021-2022.aspx>.

18 DWS. (2023).

19 Ibid.

20 Human Sciences Research Council (HSRC). (2023). “Election Indicators Reports”. Report prepared for the Electoral Commission of South Africa (IEC). Available: <https://repository.hsra.ac.za/handle/20.500.11910/1567>

21 South Africa Broadcasting Corporation (SABC). (2023). “Several NW municipalities placed under mandatory intervention”. Available: <https://www.sabcnews.com/sabcnews/several-nw-municipalities-placed-under-mandatory-intervention/>

22 HSRC. (2023).

23 We note that the vast majority of local municipalities in KwaZulu-Natal lack water services authority responsibilities as these lie with the district. Thus, their scope of responsibilities is usually more limited than those for local municipalities in Gauteng.

24 Parliamentary Monitoring Group (PMG). (2023). “2021/22 local government audit outcomes: AGSA briefing”. Available: <https://pmg.org.za/committee-meeting/37113/>.

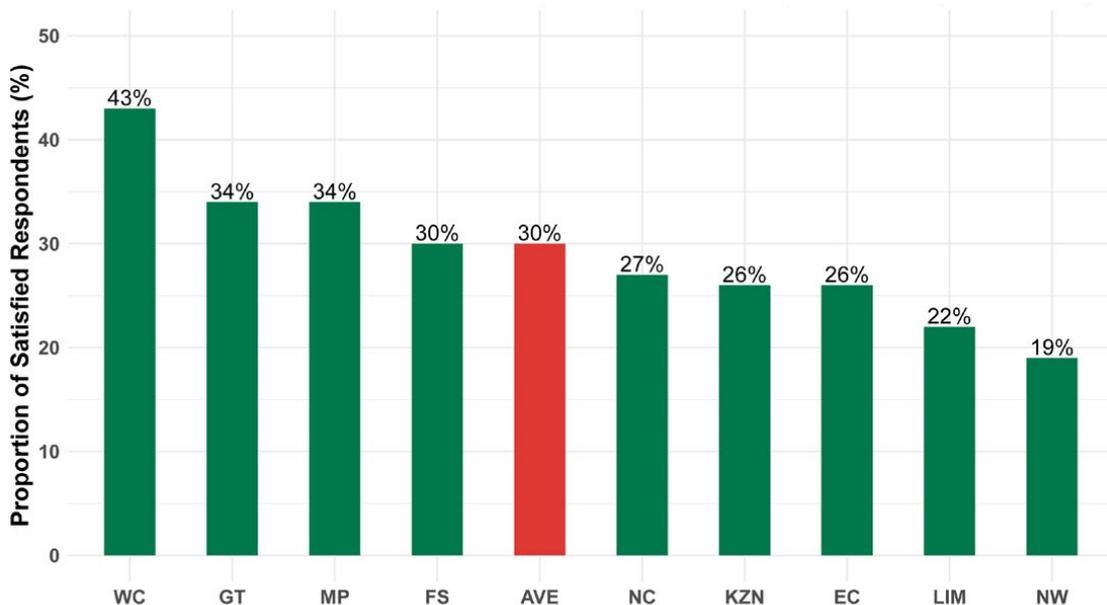
necessarily lead to ineffective governance. In fact, 10 of the 20 best-performing local municipalities in the country according to the GPI have been governed by hung councils. This is up from five apiece in the 2019 and 2021 reports, although it should be noted that this is primarily a reflection of how much more commonplace hung councils are following the 2021 local government elections.

A final note of interest from the insights presented in Figure 3 is that the four provinces where municipal satisfaction is traditionally lowest according to the HSRC: KwaZulu-Natal, the Eastern Cape, Limpopo and the North West, are the four provinces where areas historically governed by the homeland system are most prevalent, a fact we reflect on in greater depth in the next section.

Figure 3: GPI Performance and Citizen Sentiment



Average Municipal GPI 2024 Scores by Province



Level of Satisfaction with Municipal Governance by Province (2010-2021)

Source: GGA (2024), HSRC (2023)

Average Provincial Category Scores for Local Municipalities

(A score closer to 5 is best)



Select/click a province from the list below to view their average municipal scores:

- Service Delivery**

- Administration and Governance**

- Planning, Monitoring and Evaluation**

- Leadership & Management**

- GPI 2024 Score**

Source: GGA (2024)

Factors influencing the GPI Rank

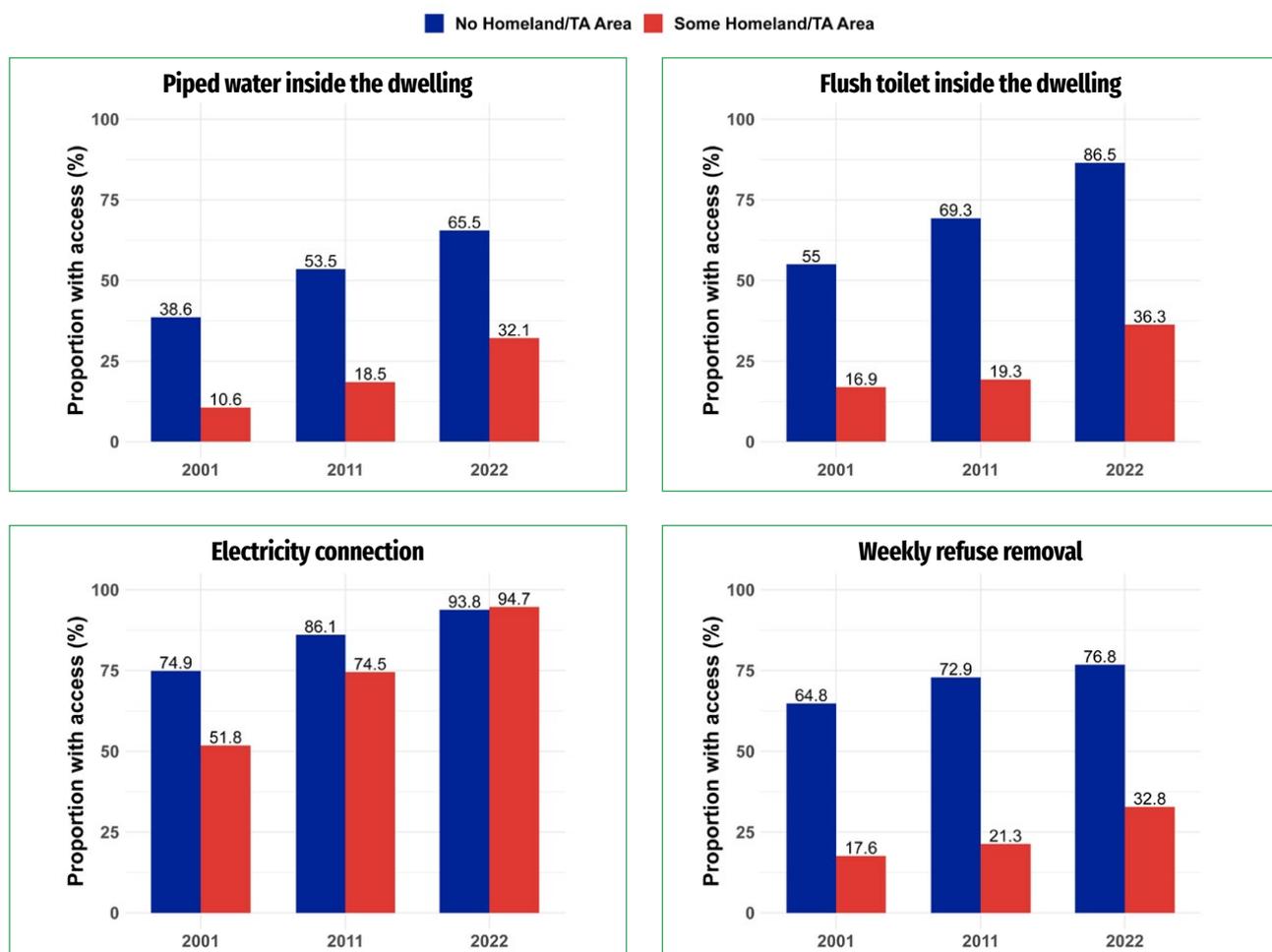
As part of our work on the GPI, GGA also examined the factors which most frequently impact GPI scores, while controlling for other factors. Among the factors we identified as regularly influencing GPI scores were province of origin, MIIF (Municipal Infrastructure Investment Framework) classifications, population density patterns (higher densities were linked with better scores), and historical GPI scores. Furthermore, as it related to the provision of a municipality’s core function – basic service delivery – higher GPI scores on categories such as Administration & Governance and Leadership & Management were linked with better service delivery outcomes.

Another influential factor, especially for the indicators pertaining to service delivery access, is whether a municipality contains some area which was either previously governed by the homeland system, or is

currently governed in some way by traditional authorities. Figure 4 contrasts access to critical services which households in areas that have this history, with those that have no such history. To create this figure, we adapted the variable reporting homeland/TA area from CoGTA’s State of Local Government: 2021 report and linked this with local municipal service access statistics taken from the three most recent national censuses. According to this indicator, 101 local municipalities had no area covered by former homelands or current traditional authorities, while 104 had at least some such area.

As the four plots indicate, while there has been a gradual increase in the access households have to critical services like water, sanitation services and solid waste management, accessibility levels in municipalities which have no homeland/TA areas far exceed those that do have these areas. Here it needs to be noted that much depends

Figure 4: Core Service Access by Municipal covered by Homeland/TA



on the service level used in the analysis, with ‘in-house’ water supply, waterborne sanitation and weekly refuse collection being feasible in urban areas but not necessarily feasible in all rural areas where a communal standpipe, ventilated improved pit latrine, and proper disposal of refuse in local landfills have been taken as appropriate service levels in the past. On the other hand, electricity supply to rural areas has proved to be a startling exception, with access to electricity improving dramatically in both types of areas, though the quality of this access has been indiscriminately deteriorating since 2008.

This homeland/TA separation is one explanatory factor for why provinces which have minimal such areas, like the Western Cape and Gauteng, consistently do better on measures of service delivery accessibility than

those which have substantial such areas including the Eastern Cape and Limpopo. Mainly, the four plots indicate that while South Africa has made important strides in improving service access in the most historically deprived areas since 1994, it is only in the area of household electricity connectivity where these areas can claim anything remotely approaching parity.²⁵ Thus, even accounting for how important the current state of governance is in impacting municipal performance, and as we saw in the citizen sentiment (summary included in Figure 3), the extent to which South Africa’s history still shapes local municipal functionality today should not be underestimated.²⁶

²⁵ Eskom can take primary credit for this as they are responsible for electricity supply to most of the homeland/TA areas.

²⁶ Similarly, the disparities in accessibility does have deep historical roots, but the current national government has not made substantive changes to certain aspects of local and land governance. This lack of change may have hindered the swift expansion of services. One consequence of the post-Apartheid political compromise, allowing traditional authorities to retain significant political power, is that democratically accountable government structures have had limited authority to promote development and service expansion in areas that were most disadvantaged during Apartheid. A notable example is the slow progress in proposing a clear and coherent replacement for the Community Land Rights Act (Act No. 11 of 2004).

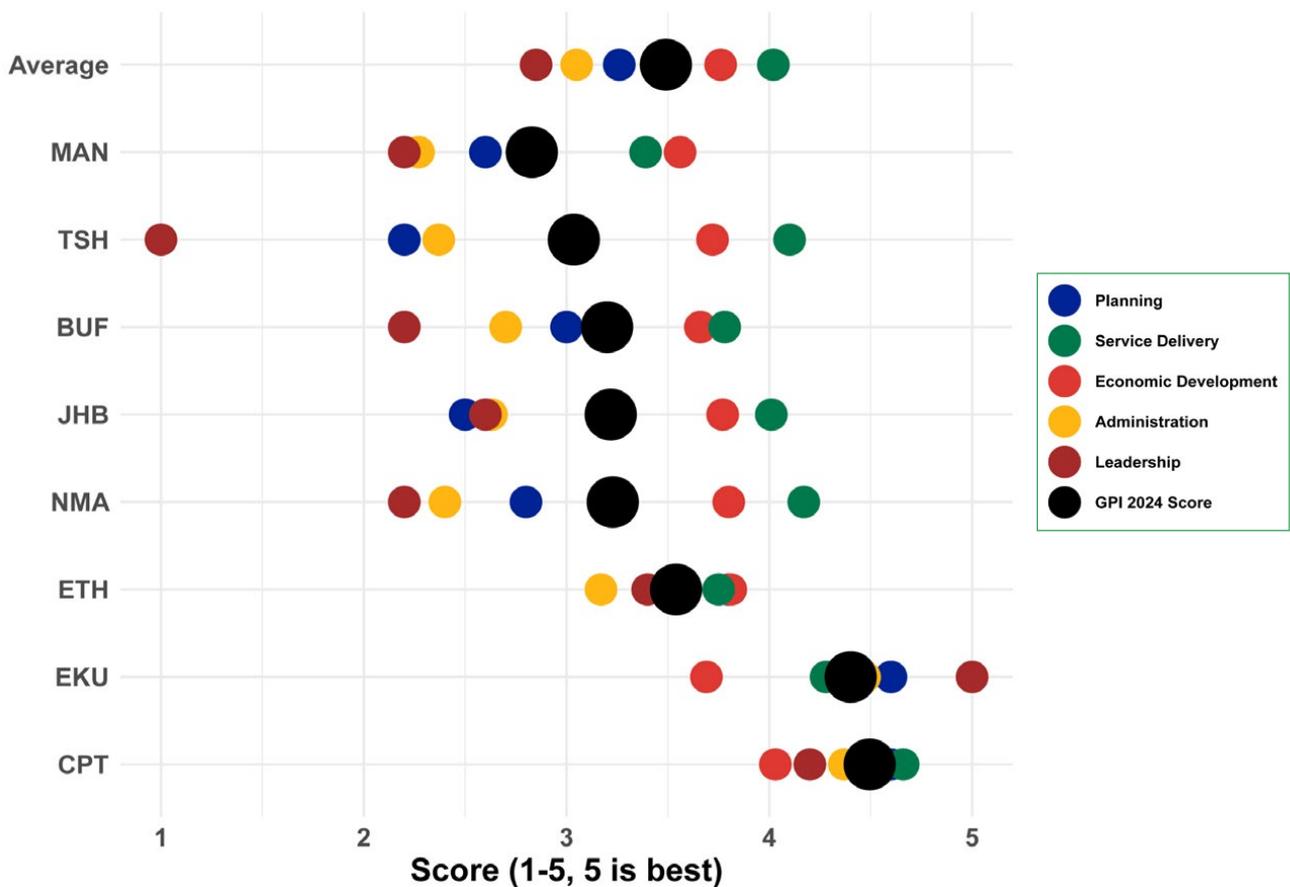
Metropolitan Municipality Rank

South Africa has eight metropolitan municipalities: Buffalo City, the City of Cape Town, the City of Johannesburg, the City of Tshwane, Ekurhuleni, eThekweni, Mangaung and Nelson Mandela Bay. Together, these municipalities govern areas inhabited by 40% of South Africa’s population, highlighting their importance within South Africa’s system of local government. Since the 2021 local government elections, most metropolitan municipalities have received significant media attention due to the political instability in many metropolitan councils. Specifically, attention has focused on events in the five metros with hung councils, especially those within the economically dominant Gauteng province, where no single party commands a majority in any of the province’s three metropolitan councils.²⁷

In a significant sense, we can see the impact of some of these issues in the GPI evaluation for metropolitan municipalities, graphed in Figure 5. Both Johannesburg and Tshwane performed in a manner that belies their major city status, with the two metros struggling particularly in the categories of Administration & Governance, Planning, Monitoring & Evaluation and Leadership & Management. The national average for metropolitan municipalities also reflects the fact that these are the categories on which most metros tend to struggle most, albeit not to the same extent.

However, the story the GPI provides as it relates to metropolitan municipal performance is not solely negative. The generally effective governance present in Cape Town and Ekurhuleni is noteworthy. Cape Town, the highest-

Figure 5: Metropolitan Municipality GPI 2024 Scores



Source: GGA (2024)

²⁷ Eligon, J., & Chutel, L. (2023). "Johannesburg, Where Mayors Last Just Months, or Even Only Weeks". New York Times. Available: <https://www.nytimes.com/2023/05/17/world/africa/southafrica-johannesburg-mayor.html>

ranked metro, scores well across the GPI categories. The second-placed performance of Ekurhuleni is worth emphasising because, like its Gauteng province peers, Ekurhuleni has had a hung council since the 2016 local government elections.

One factor which likely influenced Ekurhuleni’s stronger performance in the GPI was the fact that between 2016 and 2021, the municipality was governed by a formal coalition agreement.²⁸ To date, such agreements have been a rarity in municipal politics across South Africa, and it appears that Ekurhuleni benefitted from the presence of one. Unfortunately, the political leadership of Ekurhuleni opted not to continue with a formal coalition agreement following the 2021 local government elections. Potentially, this may have impacted aspects of Ekurhuleni’s audit outcomes within the yet to be released 2022-23 AGSA MFMA Report.²⁹ If there have been negative governance consequences arising from the reluctance to pursue a coalition arrangement in Ekurhuleni post-2021, then those will undoubtedly reflect in future GPI reports.

Nevertheless, the example of Ekurhuleni governance

progress during the 2016-2021 period underscores the potential positive governance impact of establishing a framework for political parties in a coalition.³⁰ This framework would ensure accountability to a defined consensus on maintaining a basic political-administrative divide, as well as on matters concerning policy and political appointees at the municipal executive level.³¹ Table 2 summarises key aspects of the 2024 GPI assessment for Metropolitan municipalities.

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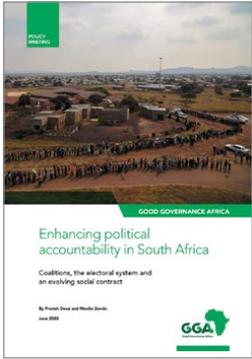


Table 2: Overview of the 2024 GPI Metropolitan Rank

| GPI 2024 RANKING | CODE | METROPOLITAN MUNICIPALITY | TYPE OF COUNCIL | MOST FAVOURABLE GPI CATEGORY | LEAST FAVOURABLE GPI CATEGORY |
|------------------|------|---------------------------|------------------------|------------------------------|------------------------------------|
| 1 of 8 | CPT | City of Cape Town | Majority Party Council | Service Delivery | Economic Development ³² |
| 2 of 8 | EKU | Ekurhuleni | Hung Council | Leadership & Management | Economic Development |
| 3 of 8 | ETH | eThekweni | Hung Council | Economic Development | Administration & Governance |
| 4 of 8 | NMA | Nelson Mandela Bay | Hung Council | Service Delivery | Leadership & Management |
| 5 of 8 | JHB | City of Johannesburg | Hung Council | Service Delivery | Planning, Monitoring & Evaluation |
| 6 of 8 | BUF | Buffalo City | Majority Party Council | Service Delivery | Leadership & Management |
| 7 of 8 | TSH | City of Tshwane | Hung Council | Service Delivery | Leadership & Management |
| 8 of 8 | MAN | Mangaung | Majority Party Council | Economic Development | Leadership & Management |

28 Mapungubwe Institute for Strategic Reflection (MISTRA). (2021). “Marriages of Inconvenience: The politics of coalitions in South Africa”. Booyesen, S. (ed.). Johannesburg: MISTRA.

29 Auditor-General of South Africa (AGSA). (2024). “Auditor-General of South Africa sets the record straight on the audit of Ekurhuleni Metropolitan Municipality”. AGSA Media Statements.

30 Beukes, J., & de Visser, J. (2021). “A Framework for Coalitions in Local Government”. Report prepared by the Dullah Omar Institute for the South African Local Government Association (SALGA).

31 Desai, P., & Zondo, M. (2023). “Enhancing Political Accountability in South Africa”. Good Governance Africa. Policy Briefings. Available: <https://gga.org/enhancing-political-accountability-in-south-africa/>

32 To some extent, this is a consequence of our process of scale normalisation. The City of Cape Town does still report the best scores in the Economic Development category among metropolitan municipalities. However, it is the GPI category on which they scored lowest within our 1-5 scale, reflecting their generally strong performance throughout.

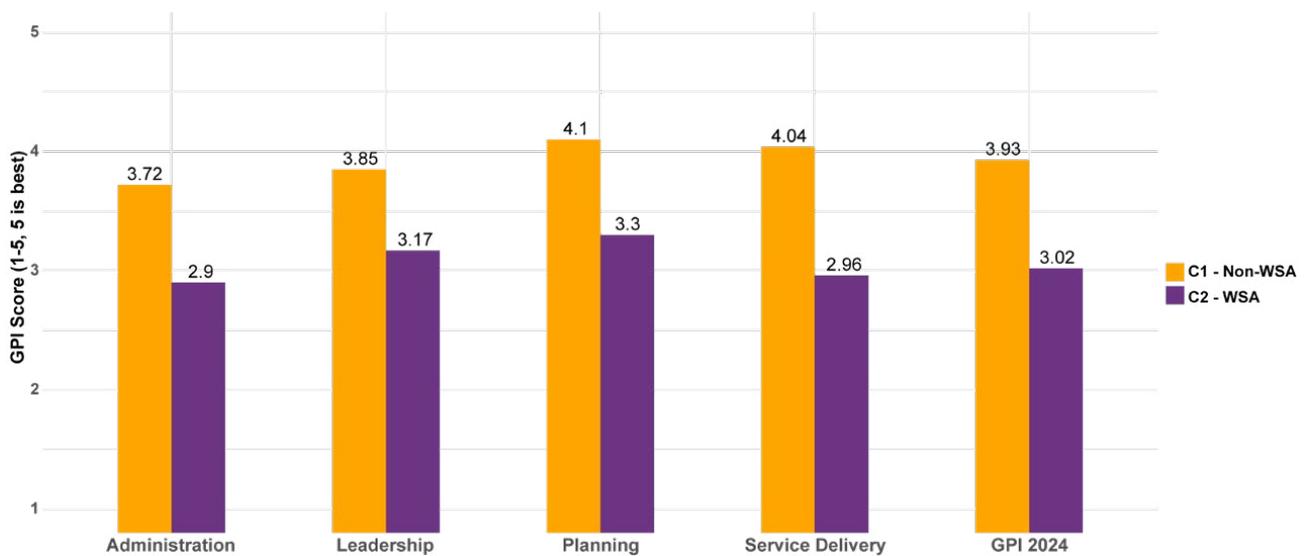
District Municipality Rank

Since at least 2019, following the government’s introduction of the District Development Model, the role of district municipalities has entered into greater focus. The model’s core objective is to better utilise South Africa’s 44 districts as a locus of high-level co-ordination, especially as it relates to financial administration and service delivery.³³ As noted earlier in this report, the role of districts varies considerably between C1 and C2 districts. In the case of C1 districts, which do not have water supply and sanitation responsibilities, their role has, historically, been limited largely to planning, regulation and development facilitation, with questionable value for money.³⁴ The remaining 21 of the country’s 44 districts have water services authority (WSA) responsibilities, with these municipalities servicing approximately 20 million South Africans. All of these districts lie in the provinces of the Eastern Cape, Limpopo, KwaZulu-Natal and the North West province, which were all predominantly governed by the homeland system during the Apartheid era. The importance of these 21 districts in the context of South Africa’s developmental imperatives, therefore, cannot be understated, and this is a core reason for the introduction of an evaluation for district municipalities within the 2024 GPI.

Due to the divergent responsibilities of the two sub-categories of districts, we separately ranked the 23 districts which do not have WSA responsibilities from the 21 districts which do have these functions. Nevertheless, by comparing the average GPI scores of the C1 Non-WSA districts with those of the C2 WSA districts in Figure 6, we are able to discern important discrepancies. On each GPI category, C1 districts significantly outperform their C2 counterparts, with this difference most distinct in the service delivery category³⁵, and least distinct in the leadership category. On the overall GPI, C1 districts scored, on average, 0.91 GPI points more than C2 districts.

In terms of individual performances on the GPI, the top three C2 district municipalities are Joe Gqabi District Municipality in the Eastern Cape, uMgungundlovu District Municipality in KwaZulu-Natal and Capricorn District Municipality in Limpopo. The top three C1 districts are all located in the Western Cape, with the Cape Winelands District Municipality ranking first. Tables 3 and 4 provide the full ranking for the two types of district municipalities.

Figure 6: Comparison on the GPI between District Municipality Classifications



Source: GGA (2024)

33 Department of Cooperative Governance and Traditional Affairs (CoGTA). (2020). “The District Development Model”. Available: <https://www.cogta.gov.za/ddm/index.php/about-us/>.
 34 Palmer Development Group (PDG). (2018). “A Synthesis Report on the Evidence-Based Policy Process to Date: Reconfiguring District Government”. Report prepared by the PDG for the Department of Cooperative Governance and Traditional Affairs.
 35 For C1 districts, service delivery scores reflect the average proportion of service access for local municipalities within that district. This is measured in terms of access to piped water inside the dwelling, an electricity connection, refuse removal and a flush toilet. The Service Delivery category for C2 districts adds the components of quality of services (mainly adapted from various DWS Drop programme reports) and municipal support for indigent households.

Table 3: Overview of the 2024 GPI C1 Non-Water Services Authority District Municipal Rank

| GPI 2024 RANKING | DISTRICT MUNICIPALITY | CODE | PROVINCE | CLASSIFICATION |
|------------------|------------------------|------|---------------|----------------|
| 1 of 23 | Cape Winelands DM | DC2 | Western Cape | C1 - Non-WSA |
| 2 of 23 | West Coast DM | DC1 | Western Cape | C1 - Non-WSA |
| 3 of 23 | Garden Route DM | DC4 | Western Cape | C1 - Non-WSA |
| 4 of 23 | Overberg DM | DC3 | Western Cape | C1 - Non-WSA |
| 5 of 23 | Frances Baard DM | DC9 | Northern Cape | C1 - Non-WSA |
| 6 of 23 | Namakwa DM | DC6 | Northern Cape | C1 - Non-WSA |
| 7 of 23 | Nkangala DM | DC31 | Mpumalanga | C1 - Non-WSA |
| 8 of 23 | Gert Sibande DM | DC30 | Mpumalanga | C1 - Non-WSA |
| 9 of 23 | ZF Mgcawu DM | DC8 | Northern Cape | C1 - Non-WSA |
| 10 of 23 | Sarah Baartman DM | DC10 | Eastern Cape | C1 - Non-WSA |
| 11 of 23 | Waterberg DM | DC36 | Limpopo | C1 - Non-WSA |
| 12 of 23 | Ehlanzeni DM | DC32 | Mpumalanga | C1 - Non-WSA |
| 13 of 23 | Central Karoo DM | DC5 | Western Cape | C1 - Non-WSA |
| 14 of 23 | West Rand DM | DC48 | Gauteng | C1 - Non-WSA |
| 15 of 23 | Pixley Ka Seme DM | DC7 | Northern Cape | C1 - Non-WSA |
| 16 of 23 | John Taolo Gaetsewe DM | DC45 | Northern Cape | C1 - Non-WSA |
| 17 of 23 | Lejweleputswa DM | DC18 | Free State | C1 - Non-WSA |
| 18 of 23 | Dr Kenneth Kaunda DM | DC40 | North West | C1 - Non-WSA |
| 19 of 23 | Fezile Dabi DM | DC20 | Free State | C1 - Non-WSA |
| 20 of 23 | Thabo Mofutsanyana DM | DC19 | Free State | C1 - Non-WSA |
| 21 of 23 | Xhariep DM | DC16 | Free State | C1 - Non-WSA |
| 22 of 23 | Bojanala Platinum DM | DC37 | North West | C1 - Non-WSA |
| 23 of 23 | Sedibeng DM | DC42 | Gauteng | C1 - Non-WSA |

Table 4: Overview of the 2024 GPI C2 Water Services Authority District Municipal Rank

| GPI 2024 RANKING | DISTRICT MUNICIPALITY | CODE | PROVINCE | CLASSIFICATION |
|------------------|------------------------------|------|---------------|----------------|
| 1 of 21 | Joe Gqabi DM | DC14 | Eastern Cape | C2 - WSA |
| 2 of 21 | uMgungundlovu DM | DC22 | KwaZulu-Natal | C2 - WSA |
| 3 of 21 | Capricorn DM | DC35 | Limpopo | C2 - WSA |
| 4 of 21 | King Cetshwayo DM | DC28 | KwaZulu-Natal | C2 - WSA |
| 5 of 21 | iLembe DM | DC29 | KwaZulu-Natal | C2 - WSA |
| 6 of 21 | Harry Gwala DM | DC43 | KwaZulu-Natal | C2 - WSA |
| 7 of 21 | Zululand DM | DC26 | KwaZulu-Natal | C2 - WSA |
| 8 of 21 | uMkhanyakude DM | DC27 | KwaZulu-Natal | C2 - WSA |
| 9 of 21 | Ugu DM | DC21 | KwaZulu-Natal | C2 - WSA |
| 10 of 21 | Alfred Nzo DM | DC44 | Eastern Cape | C2 - WSA |
| 11 of 21 | Amajuba DM | DC25 | KwaZulu-Natal | C2 - WSA |
| 12 of 21 | Vhembe DM | DC34 | Limpopo | C2 - WSA |
| 13 of 21 | Greater Sekhukhune DM | DC47 | Limpopo | C2 - WSA |
| 14 of 21 | uThukela DM | DC23 | KwaZulu-Natal | C2 - WSA |
| 15 of 21 | Chris Hani DM | DC13 | Eastern Cape | C2 - WSA |
| 16 of 21 | OR Tambo DM | DC15 | Eastern Cape | C2 - WSA |
| 17 of 21 | uMzinyathi DM | DC24 | KwaZulu-Natal | C2 - WSA |
| 18 of 21 | Mopani DM | DC33 | Limpopo | C2 - WSA |
| 19 of 21 | Amathole DM | DC12 | Eastern Cape | C2 - WSA |
| 20 of 21 | Dr Ruth Segomotsi Mompoti DM | DC39 | North West | C2 - WSA |
| 21 of 21 | Ngaka Modiri Molema DM | DC38 | North West | C2 - WSA |

A Call to Action

GGA launched the GPI in 2016, to coincide with South Africa’s local government elections held that year. In the 2016 GPI, the lowest ranking municipality in South Africa was Mbizana Local Municipality in the Eastern Cape.³⁶ In 2021, Mbizana was renamed Winnie Madikizela-Mandela Local Municipality, and as the new municipal name suggests, the surrounding area is notable for being the birthplace of several liberation struggle leaders, including Madikizela-Mandela, and Oliver Tambo. The municipality is a category B4, mostly rural municipality and lacks water services authority functions, which instead lie with Alfred Nzo District Municipality.

A core reason for the municipality’s disappointing performance in the 2016 GPI was its receipt of a string of disappointing audit outcomes in the years leading up to 2016, including most notably an adverse outcome in 2012-13, a disclaimer outcome in 2013-14, and a qualified audit outcome in 2014-15.³⁷ A disclaimer outcome is the worst possible audit outcome a municipality can receive, and in the view of the AGSA: “The auditee provided insufficient evidence in the form of documentation on which to base an audit opinion. The lack of sufficient evidence is not confined to specific amounts or represents a substantial portion of the information contained in the financial statements.”³⁸

Following the municipality’s low ranking on the 2016 GPI, GGA began engagements with municipal

management, and in 2019 commenced with a capacity building project. The project encompassed aspects of both high-level upstream engagements through working with responsible officials to organise training workshops particularly focused on best-practice financial management, as well as through downstream engagements with local communities through structures such as ward committees and developing community surveys.³⁹

One positive outcome of these processes is that financial management in Winnie Madikizela-Mandela LM has vastly improved. In fact, it was one of only two Eastern Cape local municipalities to have received the optimum “unqualified with no findings” audit outcome for the 2021-22 financial year.⁴⁰ Moreover, it is the only local municipality in the Eastern Cape to have repeated this outcome from the previous 2020-21 financial year. These improvements also reflect in the improved performance of the municipality in previous GPIs since 2016. However, this improvement became especially prominent in the 2024 GPI, where it is not only ranked as the 22nd local municipality nationally, but also as the best-performing local municipality in the Eastern Cape and second-best amongst Category B4 municipalities.

To be sure, the municipality still has its share of struggles, especially in terms of its principal service delivery responsibility of ensuring adequate solid waste management. According to the 2022 census, only 16% of



The Mbizana municipality is located in the north-eastern corner of South Africa’s Eastern Cape, bordering KwaZulu-Natal.

36 Good Governance Africa (GGA). (2016). “Governance Performance Index: 2016”. GGA.

37 Dube, C., Mnguni, L., & Tschudin, A. (2021). “Peacebuilding through Public Participation Mechanisms in Local Government: The Case Study of Mbizana Local Municipality, South Africa”. *Journal of Illicit Economies and Development*. 2(2): 242-255.

38 Auditor-General of South Africa (AGSA). (2024). “Audit terminology”. Available: <https://www.agsa.co.za/AuditInformation/AuditTerminology.aspx>

39 Dube, Mnguni & Tschudin. (2021).

40 AGSA. (2023)



households in the province receive weekly waste removal, although this is a rise from the 2011 Census figure of 2% and the 2016 Community Survey figure of 1.4%.⁴¹ However, by instituting good financial management practices, and the concomitant declines in irregular, unauthorised, and fruitless and wasteful expenditure, the municipality is now in a position to more effectively allocate funds to improving its capacity to service the estimated 60,000 households in the area.

GGA is in the process of developing such initiatives in four pilot intervention sites across the country, so that local governance in South Africa can display similar improvements over time. In this respect, it is also vital that we stress the importance of other segments of society becoming involving in aspects of South Africa's democratic governance, primarily to support, and hold accountable our existing governance structures, not to replace them. There is a growing body of research which indicates that particularly within diverse societies like South Africa, broad-based economic development is best facilitated by the mutually reinforcing presence of a capable state, and a citizenry able to hold that state accountable.⁴² Thus, to

help strengthen state capacity, and better consolidate the gains that have been made since 1994, whilst reducing our persistent inequalities, South Africa requires a broad coalition of like-minded actors spanning the public and private sectors.

Citizens, too, have an important role to play, not merely through getting involved in formal local structures like ward committees, but also through working to strengthen independent national level organisations such as AGSA, Statistics South Africa, and the Electoral Commission. GGA is developing conceptual frameworks to expand the GPI elsewhere in Southern Africa, and it is striking how such high-quality, transparent and accountable institutions are the exception instead of the norm within the region. The ability of South Africa to accomplish its developmental ambitions, including at the local level, rests on preserving the integrity of these institutions. Their presence, and the democratic system of governance which underpins them, should never be taken for granted by citizens today, especially because of the sacrifices previous generations of South Africans made to realise their existence.

⁴¹ Stats SA. (2023).

⁴² Acemoglu, D & Robinson, J. (2019). "The Narrow Corridor: States, Societies, and the Fate of Liberty". Penguin Press.; Acemoglu et al. (2019). "Democracy Does Cause Growth". *Journal of Political Economy*. 127 (1).

2024 Rank of Local Municipalities

Table 5: Overview of the 2024 GPI Rank for Category B1 Secondary City Local Municipalities

| GPI 2024 RANKING | MUNICIPALITY | CODE | PROVINCE | LM GPI RANK IN PROVINCE | LM GPI RANK IN NATION | POPULATION (2022 CENSUS) |
|------------------|--------------------------------------|--------|---------------|-------------------------|-----------------------|--------------------------|
| 1 of 19 | Drakenstein Local Municipality | WC023 | Western Cape | 2 of 24 | 2 of 205 | 276 800 |
| 2 of 19 | Stellenbosch Local Municipality | WC024 | Western Cape | 8 of 24 | 8 of 205 | 175 411 |
| 3 of 19 | uMhlathuze Local Municipality | KZN282 | KwaZulu-Natal | 1 of 43 | 13 of 205 | 412 075 |
| 4 of 19 | Steve Tshwete Local Municipality | MP313 | Mpumalanga | 1 of 17 | 15 of 205 | 242 031 |
| 5 of 19 | George Local Municipality | WC044 | Western Cape | 15 of 24 | 20 of 205 | 294 929 |
| 6 of 19 | Newcastle Local Municipality | KZN252 | KwaZulu-Natal | 16 of 43 | 52 of 205 | 507 710 |
| 7 of 19 | Mogale City Local Municipality | GT481 | Gauteng | 2 of 6 | 68 of 205 | 438 217 |
| 8 of 19 | Polokwane Local Municipality | LIM354 | Limpopo | 16 of 22 | 100 of 205 | 843 459 |
| 9 of 19 | Sol Plaatje Local Municipality | NC091 | Northern Cape | 5 of 26 | 103 of 205 | 270 078 |
| 10 of 19 | City of Mbombela Local Municipality | MP326 | Mpumalanga | 4 of 17 | 107 of 205 | 818 925 |
| 11 of 19 | Emalaheni Local Municipality | MP312 | Mpumalanga | 8 of 17 | 120 of 205 | 434 522 |
| 12 of 19 | JB Marks Local Municipality | NW405 | North West | 4 of 18 | 128 of 205 | 212 670 |
| 13 of 19 | City of Matlosana Local Municipality | NW403 | North West | 5 of 18 | 129 of 205 | 431 231 |
| 14 of 19 | Rustenburg Local Municipality | NW373 | North West | 6 of 18 | 131 of 205 | 562 315 |
| 15 of 19 | Govan Mbeki Local Municipality | MP307 | Mpumalanga | 12 of 17 | 140 of 205 | 310 117 |
| 16 of 19 | Msunduzi Local Municipality | KZN225 | KwaZulu-Natal | 40 of 43 | 144 of 205 | 817 725 |
| 17 of 19 | Emfuleni Local Municipality | GT421 | Gauteng | 6 of 6 | 151 of 205 | 945 650 |
| 18 of 19 | Matjhabeng Local Municipality | FS184 | Free State | 16 of 18 | 178 of 205 | 439 034 |
| 19 of 19 | Madibeng Local Municipality | NW372 | North West | 13 of 18 | 189 of 205 | 522 566 |

Table 6: Overview of the 2024 GPI Rank for Category B2 Large Towns Local Municipalities

| GPI 2024 RANKING | MUNICIPALITY | CODE | PROVINCE | LM GPI RANK IN PROVINCE | LM GPI RANK IN NATION | POPULATION (2022 CENSUS) |
|------------------|---|--------|---------------|-------------------------|-----------------------|--------------------------|
| 1 of 26 | Saldanha Bay Local Municipality | WC014 | Western Cape | 3 of 24 | 3 of 205 | 154 635 |
| 2 of 26 | Breede Valley Local Municipality | WC025 | Western Cape | 4 of 24 | 4 of 205 | 212 682 |
| 3 of 26 | Overstrand Local Municipality | WC032 | Western Cape | 5 of 24 | 5 of 205 | 132 495 |
| 4 of 26 | Midvaal Local Municipality | GT422 | Gauteng | 1 of 6 | 10 of 205 | 112 254 |
| 5 of 26 | Mossel Bay Local Municipality | WC043 | Western Cape | 11 of 24 | 12 of 205 | 140 075 |
| 6 of 26 | Ray Nkonyeni Local Municipality | KZN216 | KwaZulu-Natal | 2 of 43 | 17 of 205 | 362 134 |
| 7 of 26 | Alfred Duma Local Municipality | KZN238 | KwaZulu-Natal | 3 of 43 | 19 of 205 | 415 036 |
| 8 of 26 | Greater Kokstad Local Municipality | KZN433 | KwaZulu-Natal | 5 of 43 | 27 of 205 | 81 676 |
| 9 of 26 | Kwadukuza Local Municipality | KZN292 | KwaZulu-Natal | 7 of 43 | 31 of 205 | 324 912 |
| 10 of 26 | Oudtshoorn Local Municipality | WC045 | Western Cape | 18 of 24 | 33 of 205 | 138 257 |
| 11 of 26 | Dawid Kruiper Local Municipality | NC087 | Northern Cape | 2 of 26 | 38 of 205 | 125 744 |
| 12 of 26 | Knysna Local Municipality | WC048 | Western Cape | 20 of 24 | 42 of 205 | 96 055 |
| 13 of 26 | uMdoni Local Municipality | KZN212 | KwaZulu-Natal | 13 of 43 | 48 of 205 | 156 443 |
| 14 of 26 | Umngeni Local Municipality | KZN222 | KwaZulu-Natal | 19 of 43 | 55 of 205 | 105 069 |
| 15 of 26 | King Sabata Dalindyebo Local Municipality | EC157 | Eastern Cape | 10 of 31 | 69 of 205 | 476 558 |
| 16 of 26 | Rand West City Local Municipality | GT485 | Gauteng | 4 of 6 | 90 of 205 | 334 773 |
| 17 of 26 | Msakaligwa Local Municipality | MP302 | Mpumalanga | 5 of 17 | 111 of 205 | 199 314 |
| 18 of 26 | Merafong City Local Municipality | GT484 | Gauteng | 5 of 6 | 139 of 205 | 225 476 |
| 19 of 26 | Metsimaholo Local Municipality | FS204 | Free State | 9 of 18 | 156 of 205 | 158 391 |
| 20 of 26 | Moqhaka Local Municipality | FS201 | Free State | 10 of 18 | 157 of 205 | 155 410 |
| 21 of 26 | Mogalakwena Local Municipality | LIM367 | Limpopo | 22 of 22 | 163 of 205 | 378 198 |
| 22 of 26 | Emakhazeni Local Municipality | MP314 | Mpumalanga | 14 of 17 | 168 of 205 | 50 165 |
| 23 of 26 | Enoch Mgijima Local Municipality | EC139 | Eastern Cape | 28 of 31 | 174 of 205 | 297 055 |
| 24 of 26 | Dihlabeng Local Municipality | FS192 | Free State | 17 of 18 | 183 of 205 | 130 434 |
| 25 of 26 | Makana Local Municipality | EC104 | Eastern Cape | 31 of 31 | 198 of 205 | 97 815 |
| 26 of 26 | Mahikeng Local Municipality | NW383 | North West | 17 of 18 | 202 of 205 | 354 504 |

Table 7: Overview of the 2024 GPI Rank for Category B3 Small Towns Local Municipalities

| GPI 2024 RANKING | MUNICIPALITY | CODE | PROVINCE | LM GPI RANK IN PROVINCE | LM GPI RANK IN NATION | POPULATION (2022 CENSUS) |
|------------------|--|--------|---------------|-------------------------|-----------------------|--------------------------|
| 1 of 99 | Swartland Local Municipality | WC015 | Western Cape | 1 of 24 | 1 of 205 | 148 331 |
| 2 of 99 | Bergriver Local Municipality | WC013 | Western Cape | 6 of 24 | 6 of 205 | 70 276 |
| 3 of 99 | Hessequa Local Municipality | WC042 | Western Cape | 7 of 24 | 7 of 205 | 71 918 |
| 4 of 99 | Witzenberg Local Municipality | WC022 | Western Cape | 9 of 24 | 9 of 205 | 103 765 |
| 5 of 99 | Cape Agulhas Local Municipality | WC033 | Western Cape | 10 of 24 | 11 of 205 | 40 274 |
| 6 of 99 | Theewaterskloof Local Municipality | WC031 | Western Cape | 12 of 24 | 14 of 205 | 139 563 |
| 7 of 99 | Langeberg Local Municipality | WC026 | Western Cape | 13 of 24 | 16 of 205 | 94 045 |
| 8 of 99 | Swellendam Local Municipality | WC034 | Western Cape | 14 of 24 | 18 of 205 | 47 114 |
| 9 of 99 | Hantam Local Municipality | NC065 | Northern Cape | 1 of 26 | 25 of 205 | 22 281 |
| 10 of 99 | Matzikama Local Municipality | WC011 | Western Cape | 16 of 24 | 29 of 205 | 69 043 |
| 11 of 99 | Bitou Local Municipality | WC047 | Western Cape | 17 of 24 | 30 of 205 | 65 240 |
| 12 of 99 | Prince Albert Local Municipality | WC052 | Western Cape | 19 of 24 | 39 of 205 | 17 836 |
| 13 of 99 | Umvoti Local Municipality | KZN245 | KwaZulu-Natal | 11 of 43 | 40 of 205 | 142 042 |
| 14 of 99 | Kouga Local Municipality | EC108 | Eastern Cape | 6 of 31 | 47 of 205 | 107 014 |
| 15 of 99 | Umuziwabantu Local Municipality | KZN214 | KwaZulu-Natal | 21 of 43 | 57 of 205 | 115 780 |
| 16 of 99 | Cederberg Local Municipality | WC012 | Western Cape | 21 of 24 | 58 of 205 | 55 108 |
| 17 of 99 | Great Kei Local Municipality | EC123 | Eastern Cape | 9 of 31 | 60 of 205 | 35 990 |
| 18 of 99 | Kareeberg Local Municipality | NC074 | Northern Cape | 3 of 26 | 61 of 205 | 10 961 |
| 19 of 99 | eDumbe Local Municipality | KZN261 | KwaZulu-Natal | 23 of 43 | 63 of 205 | 96 735 |
| 20 of 99 | Mthonjaneni Local Municipality | KZN285 | KwaZulu-Natal | 24 of 43 | 65 of 205 | 99 289 |
| 21 of 99 | Mpofana Local Municipality | KZN223 | KwaZulu-Natal | 25 of 43 | 66 of 205 | 33 382 |
| 22 of 99 | Lesedi Local Municipality | GT423 | Gauteng | 3 of 6 | 70 of 205 | 132 783 |
| 23 of 99 | Phokwane Local Municipality | NC094 | Northern Cape | 4 of 26 | 76 of 205 | 80 481 |
| 24 of 99 | Dr Nkosazana Dlamini Zuma Local Municipality | KZN436 | KwaZulu-Natal | 27 of 43 | 77 of 205 | 128 565 |
| 25 of 99 | Kou Kamma Local Municipality | EC109 | Eastern Cape | 11 of 31 | 79 of 205 | 36 487 |
| 26 of 99 | Mafube Local Municipality | FS205 | Free State | 1 of 18 | 81 of 205 | 61 150 |
| 27 of 99 | Endumeni Local Municipality | KZN241 | KwaZulu-Natal | 30 of 43 | 84 of 205 | 100 085 |
| 28 of 99 | Ndlambe Local Municipality | EC105 | Eastern Cape | 15 of 31 | 87 of 205 | 87 797 |
| 29 of 99 | Mkhondo Local Municipality | MP303 | Mpumalanga | 2 of 17 | 88 of 205 | 255 411 |
| 30 of 99 | Abaqulusi Local Municipality | KZN263 | KwaZulu-Natal | 31 of 43 | 89 of 205 | 247 263 |
| 31 of 99 | Sakhisizwe Local Municipality | EC138 | Eastern Cape | 16 of 31 | 91 of 205 | 63 981 |
| 32 of 99 | Mkhambathini Local Municipality | KZN226 | KwaZulu-Natal | 32 of 43 | 94 of 205 | 61 660 |
| 33 of 99 | Mantsopa Local Municipality | FS196 | Free State | 2 of 18 | 96 of 205 | 55 897 |
| 34 of 99 | Lephalale Local Municipality | LIM362 | Limpopo | 15 of 22 | 98 of 205 | 125 198 |
| 35 of 99 | Inxuba Yethemba Local Municipality | EC131 | Eastern Cape | 18 of 31 | 101 of 205 | 77 578 |
| 36 of 99 | Blue Crane Route Local Municipality | EC102 | Eastern Cape | 19 of 31 | 102 of 205 | 49 883 |
| 37 of 99 | Raymond Mhlaba Local Municipality | EC129 | Eastern Cape | 20 of 31 | 104 of 205 | 178 594 |
| 38 of 99 | Nketoana Local Municipality | FS193 | Free State | 3 of 18 | 106 of 205 | 66 488 |
| 39 of 99 | Matatiele Local Municipality | EC441 | Eastern Cape | 21 of 31 | 109 of 205 | 225 562 |
| 40 of 99 | Mamusa Local Municipality | NW393 | North West | 1 of 18 | 110 of 205 | 70 483 |
| 41 of 99 | Musina Local Municipality | LIM341 | Limpopo | 17 of 22 | 114 of 205 | 130 899 |
| 42 of 99 | Umsobomvu Local Municipality | NC072 | Northern Cape | 6 of 26 | 115 of 205 | 29 555 |
| 43 of 99 | Dr Pixley Ka Isaka Seme Local Municipality | MP304 | Mpumalanga | 7 of 17 | 117 of 205 | 115 304 |
| 44 of 99 | Karoo Hoogland Local Municipality | NC066 | Northern Cape | 7 of 26 | 119 of 205 | 11 691 |
| 45 of 99 | Emthanjeni Local Municipality | NC073 | Northern Cape | 8 of 26 | 121 of 205 | 46 587 |
| 46 of 99 | Kopanong Local Municipality | FS162 | Free State | 4 of 18 | 122 of 205 | 51 832 |
| 47 of 99 | eMadlangeni Local Municipality | KZN253 | KwaZulu-Natal | 38 of 43 | 123 of 205 | 36 948 |
| 48 of 99 | Ba-Phalaborwa Local Municipality | LIM334 | Limpopo | 18 of 22 | 124 of 205 | 188 603 |
| 49 of 99 | Victor Khanye Local Municipality | MP311 | Mpumalanga | 9 of 17 | 125 of 205 | 106 149 |
| 50 of 99 | Ditsobotla Local Municipality | NW384 | North West | 3 of 18 | 126 of 205 | 164 176 |
| 51 of 99 | Maluti-A-Phofung Local Municipality | FS194 | Free State | 5 of 18 | 130 of 205 | 398 459 |
| 52 of 99 | Setseto Local Municipality | FS191 | Free State | 6 of 18 | 132 of 205 | 127 918 |

| GPI 2024 RANKING | MUNICIPALITY | CODE | PROVINCE | LM GPI RANK IN PROVINCE | LM GPI RANK IN NATION | POPULATION (2022 CENSUS) |
|------------------|--|--------|---------------|-------------------------|-----------------------|--------------------------|
| 53 of 99 | Ga-Segonyana Local Municipality | NC452 | Northern Cape | 9 of 26 | 133 of 205 | 117 454 |
| 54 of 99 | Inkosi Langaibalele Local Municipality | KZN237 | KwaZulu-Natal | 39 of 43 | 134 of 205 | 230 924 |
| 55 of 99 | Thaba Chweu Local Municipality | MP321 | Mpumalanga | 11 of 17 | 135 of 205 | 109 223 |
| 56 of 99 | Kai !Garib Local Municipality | NC082 | Northern Cape | 10 of 26 | 137 of 205 | 85 104 |
| 57 of 99 | Thabazimbi Local Municipality | LIM361 | Limpopo | 19 of 22 | 138 of 205 | 65 047 |
| 58 of 99 | Dr Beyers Naudé Local Municipality | EC101 | Eastern Cape | 23 of 31 | 141 of 205 | 101 001 |
| 59 of 99 | Bela-Bela Local Municipality | LIM366 | Limpopo | 20 of 22 | 142 of 205 | 64 306 |
| 60 of 99 | Tswelopele Local Municipality | FS183 | Free State | 7 of 18 | 143 of 205 | 56 896 |
| 61 of 99 | Amahlati Local Municipality | EC124 | Eastern Cape | 24 of 31 | 145 of 205 | 115 703 |
| 62 of 99 | Dikgatlong Local Municipality | NC092 | Northern Cape | 11 of 26 | 146 of 205 | 56 967 |
| 63 of 99 | Modimolle-Mookgophong Local Municipality | LIM368 | Limpopo | 21 of 22 | 147 of 205 | 130 113 |
| 64 of 99 | Nama Khoi Local Municipality | NC062 | Northern Cape | 12 of 26 | 148 of 205 | 67 089 |
| 65 of 99 | Laingsburg Local Municipality | WC051 | Western Cape | 22 of 24 | 152 of 205 | 11 366 |
| 66 of 99 | Phumelela Local Municipality | FS195 | Free State | 8 of 18 | 154 of 205 | 52 224 |
| 67 of 99 | Gamagara Local Municipality | NC453 | Northern Cape | 13 of 26 | 155 of 205 | 29 580 |
| 68 of 99 | Masilonyana Local Municipality | FS181 | Free State | 11 of 18 | 158 of 205 | 63 800 |
| 69 of 99 | Letsemeng Local Municipality | FS161 | Free State | 12 of 18 | 160 of 205 | 43 101 |
| 70 of 99 | Beaufort West Local Municipality | WC053 | Western Cape | 23 of 24 | 161 of 205 | 72 972 |
| 71 of 99 | Tsantsabane Local Municipality | NC085 | Northern Cape | 14 of 26 | 165 of 205 | 30 969 |
| 72 of 99 | Big 5 Hlabisa Local Municipality | KZN276 | KwaZulu-Natal | 42 of 43 | 166 of 205 | 131 755 |
| 73 of 99 | Mohokare Local Municipality | FS163 | Free State | 13 of 18 | 167 of 205 | 36 968 |
| 74 of 99 | Ubuntu Local Municipality | NC071 | Northern Cape | 15 of 26 | 169 of 205 | 15 836 |
| 75 of 99 | Siyancuma Local Municipality | NC078 | Northern Cape | 16 of 26 | 170 of 205 | 53 165 |
| 76 of 99 | Richtersveld Local Municipality | NC061 | Northern Cape | 17 of 26 | 172 of 205 | 24 235 |
| 77 of 99 | Ngwathe Local Municipality | FS203 | Free State | 14 of 18 | 175 of 205 | 134 962 |
| 78 of 99 | Tokologo Local Municipality | FS182 | Free State | 15 of 18 | 176 of 205 | 29 455 |
| 79 of 99 | Kannaland Local Municipality | WC041 | Western Cape | 24 of 24 | 177 of 205 | 31 986 |
| 80 of 99 | Walter Sisulu Local Municipality | EC145 | Eastern Cape | 29 of 31 | 179 of 205 | 104 213 |
| 81 of 99 | Ramotshere Moiloa Local Municipality | NW385 | North West | 9 of 18 | 180 of 205 | 161 605 |
| 82 of 99 | Lekwa Teemane Local Municipality | NW396 | North West | 10 of 18 | 181 of 205 | 59 815 |
| 83 of 99 | Tswaing Local Municipality | NW382 | North West | 11 of 18 | 182 of 205 | 128 672 |
| 84 of 99 | Dipaleseng Local Municipality | MP306 | Mpumalanga | 16 of 17 | 184 of 205 | 35 980 |
| 85 of 99 | Thembelihle Local Municipality | NC076 | Northern Cape | 18 of 26 | 185 of 205 | 22 542 |
| 86 of 99 | Sundays River Valley Local Municipality | EC106 | Eastern Cape | 30 of 31 | 186 of 205 | 53 256 |
| 87 of 99 | Kgatelopele Local Municipality | NC086 | Northern Cape | 19 of 26 | 187 of 205 | 19 854 |
| 88 of 99 | Kgetlengriver Local Municipality | NW374 | North West | 12 of 18 | 188 of 205 | 54 759 |
| 89 of 99 | Lekwa Local Municipality | MP305 | Mpumalanga | 17 of 17 | 190 of 205 | 119 669 |
| 90 of 99 | Magareng Local Municipality | NC093 | Northern Cape | 20 of 26 | 191 of 205 | 26 816 |
| 91 of 99 | Mtubatuba Local Municipality | KZN275 | KwaZulu-Natal | 43 of 43 | 192 of 205 | 215 869 |
| 92 of 99 | Renosterberg Local Municipality | NC075 | Northern Cape | 21 of 26 | 194 of 205 | 10 843 |
| 93 of 99 | Nala Local Municipality | FS185 | Free State | 18 of 18 | 195 of 205 | 90 561 |
| 94 of 99 | Khai-Ma Local Municipality | NC067 | Northern Cape | 22 of 26 | 196 of 205 | 8 510 |
| 95 of 99 | Kamiesberg Local Municipality | NC064 | Northern Cape | 23 of 26 | 197 of 205 | 15 130 |
| 96 of 99 | Naledi Local Municipality | NW392 | North West | 15 of 18 | 199 of 205 | 63 755 |
| 97 of 99 | Maquassi Hills Local Municipality | NW404 | North West | 16 of 18 | 200 of 205 | 90 302 |
| 98 of 99 | Siyathemba Local Municipality | NC077 | Northern Cape | 24 of 26 | 201 of 205 | 27 102 |
| 99 of 99 | IKheis Local Municipality | NC084 | Northern Cape | 25 of 26 | 203 of 205 | 21 954 |

Table 8: Overview of the 2024 GPI Rank for Category B4 Mostly Rural Local Municipalities

| GPI 2024 RANKING | MUNICIPALITY | CODE | PROVINCE | LM GPI RANK IN PROVINCE | LM GPI RANK IN NATION | POPULATION (2022 CENSUS) |
|------------------|--|--------|---------------|-------------------------|-----------------------|--------------------------|
| 1 of 61 | Blouberg Local Municipality | LIM351 | Limpopo | 1 of 22 | 21 of 205 | 192 109 |
| 2 of 61 | Winnie Madikizela-Mandela Local Municipality | EC443 | Eastern Cape | 1 of 31 | 22 of 205 | 350 000 |
| 3 of 61 | Elundini Local Municipality | EC141 | Eastern Cape | 2 of 31 | 23 of 205 | 141 762 |
| 4 of 61 | Okhahlamba Local Municipality | KZN235 | KwaZulu-Natal | 4 of 43 | 24 of 205 | 143 132 |
| 5 of 61 | Mnquma Local Municipality | EC122 | Eastern Cape | 3 of 31 | 26 of 205 | 232 993 |
| 6 of 61 | Mandeni Local Municipality | KZN291 | KwaZulu-Natal | 6 of 43 | 28 of 205 | 180 939 |
| 7 of 61 | Makhado Local Municipality | LIM344 | Limpopo | 2 of 22 | 32 of 205 | 502 452 |
| 8 of 61 | Umlalazi Local Municipality | KZN284 | KwaZulu-Natal | 8 of 43 | 34 of 205 | 241 416 |
| 9 of 61 | Richmond Local Municipality | KZN227 | KwaZulu-Natal | 9 of 43 | 35 of 205 | 62 754 |
| 10 of 61 | Molemole Local Municipality | LIM353 | Limpopo | 3 of 22 | 36 of 205 | 127 130 |
| 11 of 61 | uMzimkhulu Local Municipality | KZN435 | KwaZulu-Natal | 10 of 43 | 37 of 205 | 220 620 |
| 12 of 61 | Greater Giyani Local Municipality | LIM331 | Limpopo | 4 of 22 | 41 of 205 | 316 841 |
| 13 of 61 | Thulamela Local Municipality | LIM343 | Limpopo | 5 of 22 | 43 of 205 | 575 929 |
| 14 of 61 | Umzimvubu Local Municipality | EC442 | Eastern Cape | 4 of 31 | 44 of 205 | 214 477 |
| 15 of 61 | Senqu Local Municipality | EC142 | Eastern Cape | 5 of 31 | 45 of 205 | 147 073 |
| 16 of 61 | Umzambe Local Municipality | KZN213 | KwaZulu-Natal | 12 of 43 | 46 of 205 | 139 045 |
| 17 of 61 | Ulundi Local Municipality | KZN266 | KwaZulu-Natal | 14 of 43 | 49 of 205 | 221 977 |
| 18 of 61 | Msinga Local Municipality | KZN244 | KwaZulu-Natal | 15 of 43 | 50 of 205 | 206 001 |
| 19 of 61 | Mbhashe Local Municipality | EC121 | Eastern Cape | 7 of 31 | 51 of 205 | 240 020 |
| 20 of 61 | Ndwedwe Local Municipality | KZN293 | KwaZulu-Natal | 17 of 43 | 53 of 205 | 165 826 |
| 21 of 61 | Ubuhlebezwe Local Municipality | KZN434 | KwaZulu-Natal | 18 of 43 | 54 of 205 | 133 032 |
| 22 of 61 | uMhlabuyalingana Local Municipality | KZN271 | KwaZulu-Natal | 20 of 43 | 56 of 205 | 191 660 |
| 23 of 61 | Ntabankulu Local Municipality | EC444 | Eastern Cape | 8 of 31 | 59 of 205 | 146 423 |
| 24 of 61 | uMshwathi Local Municipality | KZN221 | KwaZulu-Natal | 22 of 43 | 62 of 205 | 118 478 |
| 25 of 61 | Collins Chabane Local Municipality | LIM345 | Limpopo | 6 of 22 | 64 of 205 | 443 798 |
| 26 of 61 | Nongoma Local Municipality | KZN265 | KwaZulu-Natal | 26 of 43 | 67 of 205 | 225 278 |
| 27 of 61 | Fetakgomo Tubatse Local Municipality | LIM476 | Limpopo | 7 of 22 | 71 of 205 | 575 960 |
| 28 of 61 | Greater Letaba Local Municipality | LIM332 | Limpopo | 8 of 22 | 72 of 205 | 261 038 |
| 29 of 61 | Maruleng Local Municipality | LIM335 | Limpopo | 9 of 22 | 73 of 205 | 128 137 |
| 30 of 61 | Elias Motsoaledi Local Municipality | LIM472 | Limpopo | 10 of 22 | 74 of 205 | 288 049 |
| 31 of 61 | Greater Tzaneen Local Municipality | LIM333 | Limpopo | 11 of 22 | 75 of 205 | 478 254 |
| 32 of 61 | Nkandla Local Municipality | KZN286 | KwaZulu-Natal | 28 of 43 | 78 of 205 | 108 896 |
| 33 of 61 | Emalahleni Local Municipality | EC136 | Eastern Cape | 12 of 31 | 80 of 205 | 128 873 |
| 34 of 61 | Nyandeni Local Municipality | EC155 | Eastern Cape | 13 of 31 | 82 of 205 | 304 856 |
| 35 of 61 | Maphumulo Local Municipality | KZN294 | KwaZulu-Natal | 29 of 43 | 83 of 205 | 110 983 |
| 36 of 61 | Ephraim Mogale Local Municipality | LIM471 | Limpopo | 12 of 22 | 85 of 205 | 132 468 |
| 37 of 61 | Dr A B Xuma Local Municipality | EC137 | Eastern Cape | 14 of 31 | 86 of 205 | 132 799 |
| 38 of 61 | Lepelle Nkumpi Local Municipality | LIM355 | Limpopo | 13 of 22 | 92 of 205 | 284 404 |
| 39 of 61 | Ingquza Hill Local Municipality | EC153 | Eastern Cape | 17 of 31 | 93 of 205 | 354 573 |
| 40 of 61 | uPhongolo Local Municipality | KZN262 | KwaZulu-Natal | 33 of 43 | 95 of 205 | 151 541 |
| 41 of 61 | Makhudutamaga Local Municipality | LIM473 | Limpopo | 14 of 22 | 97 of 205 | 340 328 |
| 42 of 61 | Nquthu Local Municipality | KZN242 | KwaZulu-Natal | 34 of 43 | 99 of 205 | 201 133 |
| 43 of 61 | Thembisile Hani Local Municipality | MP315 | Mpumalanga | 3 of 17 | 105 of 205 | 431 248 |
| 44 of 61 | Impendle Local Municipality | KZN224 | KwaZulu-Natal | 35 of 43 | 108 of 205 | 36 648 |
| 45 of 61 | Nkomazi Local Municipality | MP324 | Mpumalanga | 6 of 17 | 112 of 205 | 591 928 |
| 46 of 61 | Greater Taung Local Municipality | NW394 | North West | 2 of 18 | 113 of 205 | 202 009 |
| 47 of 61 | Jozini Local Municipality | KZN272 | KwaZulu-Natal | 36 of 43 | 116 of 205 | 199 153 |
| 48 of 61 | Mfolozi Local Municipality | KZN281 | KwaZulu-Natal | 37 of 43 | 118 of 205 | 159 668 |
| 49 of 61 | Chief Albert Luthuli Local Municipality | MP301 | Mpumalanga | 10 of 17 | 127 of 205 | 247 664 |
| 50 of 61 | Mhlontlo Local Municipality | EC156 | Eastern Cape | 22 of 31 | 136 of 205 | 186 391 |
| 51 of 61 | Ngqushwa Local Municipality | EC126 | Eastern Cape | 25 of 31 | 149 of 205 | 68 300 |
| 52 of 61 | Port St. Johns Local Municipality | EC154 | Eastern Cape | 26 of 31 | 150 of 205 | 179 325 |

| GPI 2024 RANKING | MUNICIPALITY | CODE | PROVINCE | LM GPI RANK IN PROVINCE | LM GPI RANK IN NATION | POPULATION (2022 CENSUS) |
|------------------|------------------------------------|--------|---------------|-------------------------|-----------------------|--------------------------|
| 53 of 61 | Intsika Yethu Local Municipality | EC135 | Eastern Cape | 27 of 31 | 153 of 205 | 128 101 |
| 54 of 61 | Dannhauser Local Municipality | KZN254 | KwaZulu-Natal | 41 of 43 | 159 of 205 | 142 750 |
| 55 of 61 | Bushbuckridge Local Municipality | MP325 | Mpumalanga | 13 of 17 | 162 of 205 | 750 821 |
| 56 of 61 | Moses Kotane Local Municipality | NW375 | North West | 7 of 18 | 164 of 205 | 265 668 |
| 57 of 61 | Dr. JS Moroka Local Municipality | MP316 | Mpumalanga | 15 of 17 | 171 of 205 | 324 855 |
| 58 of 61 | Kagisano-Molopo Local Municipality | NW397 | North West | 8 of 18 | 173 of 205 | 112 130 |
| 59 of 61 | Moretele Local Municipality | NW371 | North West | 14 of 18 | 193 of 205 | 219 120 |
| 60 of 61 | Ratlou Local Municipality | NW381 | North West | 18 of 18 | 204 of 205 | 128 766 |
| 61 of 61 | Joe Morolong Local Municipality | NC451 | Northern Cape | 26 of 26 | 205 of 205 | 125 420 |



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Contact us

Tel: 011 268 0479

Email: info@gga.org

Web: www.gga.org

