

**UNIVERSITY OF KWAZULU-NATAL**

**AN ASSESSMENT OF THE EFFICIENCY AND EFFECTIVENESS OF THE  
MANAGEMENT OF SERVICE DELIVERY: A CASE STUDY OF EDUMBE  
MUNICIPALITY**

**by**

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## College of Law and Management Studies

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## **ABSTRACT**

This study's purpose was to investigate the extent to which the eDumbe municipality had progressed in providing service delivery effectively with the intention of strengthening good governance. In post-apartheid South Africa, the government is compelled to respond to global and economic changes by investing more on resources that can improve the lives of the people. To respond to these changes, government-formulated policies and legislation as mechanisms to assist local government; to carry out its developmental mandate aim to improve the status of communities and improve lives of the people. This study argues that the initiatives and intervention of local government to out carry its mandate has made limited progress in as far as the provision of service delivery and in upholding the principles of good governance at the eDumbe municipality are concerned. There is a great need to fast-track service delivery at local government level. These initiatives include: community satisfaction surveys; operation clean audit and back-to-basics.

This study adopted a mixed methodology, that is, a combination of both the qualitative and quantitative methods and did an assessment of the efficiency and effectiveness of the management of service delivery: A case study of the eDumbe Municipality. A mixed-method-approach means synthesising quantitative and qualitative data. This was seen as suitable for this study because the main purpose of the study was to assess how management of resources influences the effectiveness and efficiency at the eDumbe Municipality. The study commenced with the review of relevant literature, then presented a model developed for factors influencing efficient and effective service delivery and assesses the management of resources against this model. It also interpreted data that had been collected from the respondents. Findings of this study revealed the municipality had poor administrative capacity and infrastructure to carry out its mandate. This was as a result of inadequate financial resource (low tax base) as the municipality relied on a government grant. It is recommended that the managers should be visible to the community they serve and that the municipality must make it its obligation to inform the community about the availability of the financial statements.

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## ACRONYMS

A-G	- Auditor-General
ANC	- African National Congress
CBOs	- Community Based Organisations
CBP	- Community Based Planning
CDW's	- Community Development Workers
CFO	- Chief Financial Officer
CMBs	- Small and Medium-Sized Businesses
COGTA	- Department of Co-operative Governance and Traditional Affairs
CSOs	- Civil Society Organizations
DA	- Democratic Alliance
EXCO	- Executive Committee
GNU	- Government of National Unity
HoD	- Head of Department
IDASA	- Institute for Democracy in South Africa
IDP	- Integrated Development Plan
IFP	- Inkatha Freedom Party
KPAs	- Key Performance Areas
KZN	- Province of KwaZulu-Natal
LED	- Local Economic Development
LGTA	- Local Government Transition Act
LGTAS	- Local Government Turnaround Strategy

MDA	- Minnesota Department of Agriculture
MEC	- Member of the Executive Committee
MDG	- Millennium Development Goals
MFMA	- Municipal Finance Management Act
MM	- Municipal Manager
MPAC	- Municipal Public Accounts Committee
MQSDM	- Modified Quantitative Service Delivery Model
NGOs	- Non-Governmental Organizations
PMS	- Performance Management System
SACN	- South African Cities Network
SALGA	- South African Local Government Association
SAMWU	- South African Municipal Workers Union
SCOPA	- Standing Committee on Public Accounts

# **CHAPTER ONE**

## **INTRODUCTION AND OVERVIEW OF THE STUDY**

### **1.1 INTRODUCTION**

This chapter introduces the study and methods and approaches used to carry out the study. The chapter start with the background of the study, statement of the problem, preliminary literature review, research objectives, key research questions, significance of the study, rationale of the study, theoretical framework, Modified Quantitative Service Delivery Model (MQSDM), research methodology, study site, population and sampling methods, data collection instruments, questionnaires, in-depth interviews, advantages and disadvantages of personal interviews, data collection, data analysis, validity and reliability of the study, ethical considerations, limitations of the study and lastly, explain how the entire thesis is structured.

### **1.2 BACKGROUND OF THE STUDY**

In post-apartheid South Africa, local government is contested and challenged regarding its provision of services in its areas of jurisdiction. Service delivery protests and the destruction of municipal properties are still continuing in some parts of the country as evidence that local municipalities are failing to be responsive to community needs. Communities blame municipalities for limited administrative capacity and governance manifested in corruption and maladministration amongst political and administrative officials. According to Reddy, Naidoo and Pillay (in Madumo, 2012:50), local government problems emanate from the fact that there is no common framework for monitoring and evaluation of service delivery. Political interference is also a root cause of poor service delivery since the appointments of members of the senior administrative workforce in some municipalities are influenced by political affiliation.

Even though the national government came introduced a number of initiatives and interventions to speed up service delivery at grassroots level, there are still some service delivery gaps in some areas. Interventions and strategies to support service delivery improvement include, amongst others: the introduction of audit committees, a standing committee on public accounts for local government, the Local Government: Municipal Finance Management Act of 2003, the Local Government: Municipal Systems Act of 2000, the Corruption Act of 1992 and Operation Clean Audit. In some municipalities such as the eDumbe municipality there is pleasing improvement in the pace of service delivery even though there is dissatisfaction in other municipalities.

The improvement of service delivery must, however be tangible, measurable and also be supported by the communities. According to Koma (2010:114), access to piped water (within 200m of a household) has increased from 72.1% in 2004 to 74,4% in 2007. Limpopo, the Eastern Cape and KwaZulu-Natal provinces recorded the lowest percentages of access to piped water below the national average of 74,4%. Municipalities are doing their best to adhere to the provisions of the various pieces of legislation and procedures to improve on service delivery to the communities they serve. This study investigated the extent to which services were being delivered and also the extent to which communities participated in the delivery of those services.

The purpose of the study was also to examine the perceptions and experiences of good governance and to investigate the efficiency and effectiveness of service delivery provided by the eDumbe municipality

For the purpose of this study, the following terms will be defined: efficiency, effectiveness and good governance. Efficiency means achieving maximum output from a given level of resources used to carry out an activity. It is the relationship between the output, in terms of goods, services or other results, and the resources used to produce them (Pauw, Woods, Van der Linde, Fourie and Visser, 2009:123). Mafunisa (2004:291) believes that efficiency refers to the achievement of predetermined goals (without regard to whether those are the right objectives for the local government to attain) with minimum resources. Effectiveness means the

extent to which the activity's stated objectives have been met; the extent to which objectives are achieved and the relationship between the intended impact and the actual impact of an activity or doing that what is right (Pauw et al., 2009:124). Good governance is described in a United Nations Development Programme (UNDP) Policy Paper (1997:2-3), as, among other things, participatory, transparent and accountable, effective and equitable, and promoting the rule of law. It comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

### **1.3 STATEMENT OF THE PROBLEM**

The advent of democracy in South Africa has posed new challenges for the current government in fulfilling its mandate to improve the lives of its people, as expounded in the election manifesto and in terms of the Constitution of the Republic of South Africa of 1996. The service delivery protest marches accompanied by the destruction of properties in some municipalities around the country are areas of concern. The Strategic Review of South Africa (2005:13) states that the prosperity and wealth of any nation depends largely on the government's ability to maintain a public service that is professional and provides the necessary infrastructure to fast-track service delivery. This study argues that the eDumbe Municipality overlooked the constitutional mandate to provide effective and efficient service delivery and practice good governance in its area of jurisdiction. Local government carries a constitutional mandate to ensure the delivery of services such as housing, sanitation, electricity and water to its communities. In so doing, municipalities have the responsibility of consulting and informing the community. Service delivery protests have raised serious concern about local government's efficiency and effectiveness in providing and fulfilling its political mandate. This study argues that the eDumbe Municipality is not adhering to the constitutional mandate to provide effective service delivery and to practice good governance in its area of jurisdiction.

## **1.4 THE EFFECTIVENESS OF SERVICE DELIVERY**

Local government service delivery has come under increased scrutiny since the advent of democracy. The on-going process of local government reforms in South Africa indicated clearly that the provision of basic services has been a trial and error since the inception of the new democracy. The community expects local government to deliver effective and efficient services for the advancement and improvement of their social, political, cultural and economic wellbeing. The on-going service delivery protests that have engulfed local government during 2012 and 2015 in some areas around the country are testimony to community dissatisfaction with the way in which services are being rendered. This requires all stakeholders, that is, national, provincial, local government and members of the community to make a concerted effort to turn the situation around.

According to Reddy (1996:3), local governments in the developing world are currently facing serious and urgent problems. Poverty, inadequate infrastructure and lack of human and financial resources have impacted negatively on local government's capacity to perform their mandated functions. This was evident in the late 1980s where the need for strong decentralised local government gained increased impetus as the global community became subject to external and internal democratic pressures.

The manner by which communities are governed, nationally, provincially and locally, plays a major part in determining the outcomes which contribute to the qualities of those communities. Good governance, that is, governance that allows the collective aspirations of citizens to be fulfilled effectively and efficiently, depends on the way in which the municipality is run. The municipality must strike a balance between the right of citizens to voice their dissatisfaction and the capacity to allow elected political representatives to exercise leadership. Bowen (2006:1) is of the view that the manner in which municipal councils develop and deliver services, and the structure of the municipality, are matters of concern to all those who take an interest in how municipalities can achieve effective community outcomes.

Chapter 3 of the Constitution of the Republic of South Africa of 1996 promotes the spirit of cooperative governance between the three spheres of government (national, provincial and local spheres) which are distinctive, yet interdependent and interrelated. This establishes local authorities as a distinctive sphere, with a mandate to govern, provide services to communities and to promote social and economic development. Local government is the sphere that is closer to the communities and therefore its plans, once implemented, have a direct impact on the lives and wellbeing of the communities. Gumede (2006:69) puts great emphasis on the importance of prioritizing implementation of the *Batho Pele* (People first) principles in order to promote the culture of service delivery excellence and also maintain the highest standard of service delivery by putting in place a value system that commands service with loyalty, honesty, integrity, fairness, caring and professionalism.

Ntshakala (2012:3) is of the view that service delivery and development cannot occur without identifying relevant actions, programming the relevant activities and setting in place the requisite resources. The relevant actions have the most impact on addressing poverty and growing the economy. These actions should be sustainable and lead to long-term benefits for a particular area and its community. It is always a challenge to determine these relevant actions in the face of the huge needs and limited resources. It requires formulating strategies that are innovative, inter-sectoral and spatially targeted.

The White Paper on Local Government of 1998 outlined the developmental objectives and duties of the local government. It describes developmental government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of lives. Odendaal (2000:222) mentions four characteristics that can be deduced from the above definition and which are crucial for developmental local government. These are as follows:

- Maximising social development and economic growth. This can be done by exploiting resources such as local developmental funds and other grants targeted at alleviation of poverty and social development;
- Integration and co-ordination of integrated development plans (IDP) to

- coordinate the input of stakeholders to achieve economic development;
- To design and deliver the Local Economic Development process; and
- Leading, learning and creating conditions to ensure increased sustainability of the Local Economic Development (LED) process (Odendaal, 2000:222).

Developmental Planning is also central to any Performance Management System (PMS). The setting of development objectives and targets is the basis for measuring performance through appropriate monitoring and evaluation steps, therefore development planning is part of an integrated system of planning and implementation and does not exist as an isolated process, isolated from the actual functioning of the municipality. Performance management has been identified as a tool to promote accountability in local government. It is seen as a driver for change in local government and a mechanism for guiding the implementation of the IDP. A strategy for a municipality's planning, benchmarking, continuous improvement and performance measurement all form the nucleus for managing results (Ntshakala, 2012:3).

## **1.5 RESEARCH OBJECTIVES**

### Primary research objective:

The primary objective of this study is to critically examine the extent to which eDumbe Municipality is capable of providing effective and efficient service delivery,

### Secondary objectives:

The secondary objectives of the study are to:

- Understand how managerial accountability influences effectiveness and efficiency of service delivery at the eDumbe Municipality;
- Determine how funding influences effectiveness and efficiency at the eDumbe Municipality;
- Ascertain how management of resource influences the effectiveness and efficiency at the eDumbe Municipality;
- Evaluate how leadership influences the effectiveness and efficiency at the

- eDumbe Municipality; and
- Assess the quality of the service delivery provided by the eDumbe Municipality.

## **1.6 KEY RESEARCH QUESTIONS**

The research study will attempt to answer the following key questions:

- How does managerial accountability influence effectiveness and efficiency at the eDumbe Municipality?
- To what extent does funding influence the effectiveness and efficiency at the eDumbe Municipality?
- How does management of resources influence effectiveness and efficiency at eDumbe Municipality?
- How does leadership influence effectiveness and efficiency at the eDumbe Municipality?
- To what extent does the community influence the quality of service delivery offered by the eDumbe Municipality?

## **1.7 SIGNIFICANCE OF THE STUDY**

The delivery of basic services to the community is a huge challenge for local government. This is due to lack of resources, including human, financial and physical resources. Service delivery backlogs have forced some communities to embark on illegal protests to air their concerns. The cornerstone of service delivery for municipalities especially eDumbe Municipality is to fulfil the wishes of the people as expounded in the Integrated Development Plan (IDP) and put aside political differences that hinders service delivery. The study will contribute to new knowledge by considering how service delivery can be improved and maintained. The study will also point out the most efficient and effective ways for service delivery which will help municipalities to provide better service to their communities.

## **1.8 RATIONALE OF THE STUDY**

The on-going service delivery protests around the country including those pertaining to the eDumbe Municipality (KwaZulu-Natal) prompted the researcher to undertake this study. The government has passed certain legislation with a view to improving service delivery at local government level. To date, some municipalities are still struggling to deliver effective, efficient and economical services to their communities. This has resulted in the intervention of the Department of Cooperative Governance and Traditional Affairs (CoGTA) in KwaZulu-Natal in order to put certain municipalities under administration in terms of Section 139 of the Constitution of the Republic of South Africa of 1996. These are municipalities that were allegedly been accused of corruption and financial misconduct. It is therefore imperative that a study of this nature be undertaken in order to assess the effectiveness and efficiency of service delivery for the benefit of the community. The reason the researcher chose the eDumbe Local Municipality for the study was based on the fact that the municipality was a subject of political contention between the Inkatha Freedom Party (IFP) and the African National Congress (ANC) in 2012 and 2013. The struggle between these two parties led to the collapse of service delivery and resulted in dissatisfaction in the community with regard to service delivery within the municipality. These events prompted the researcher to undertake a study to find out how service delivery had impacted on the community from then until 2019. This study intends to provide lessons on how the municipality can improve its capacity and be able to provide effective and efficient service delivery while practising good governance.

## **1.9 THEORETICAL FRAMEWORK**

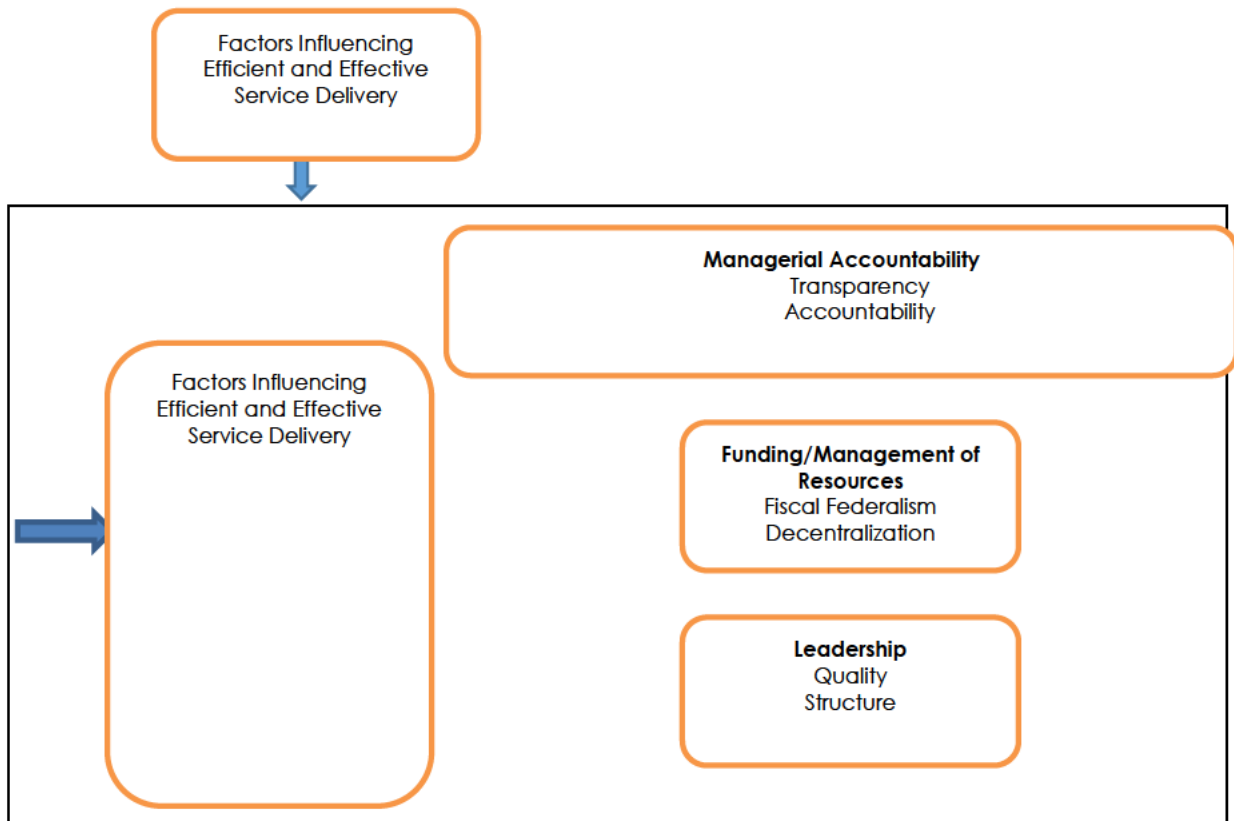
The focus of the study was on knowledge and insight into how the eDumbe municipality can strive to improve service delivery within its jurisdiction. The Modified Quantitative Service Delivery Model (MQSDM) is applied to ascertain the effectiveness and efficiency of service delivery at the eDumbe Municipality.

### **1.9.1 Modified Quantitative Service Delivery Model (MQSDM)**

This research is informed by a new Modified Quantitative Service Delivery Model (MQSDM), which aims at examining the provision of service delivery at eDumbe Municipality. The MQSDM model was successfully adopted by Minnesota Department of Agriculture (MDA) as proposed by scholars such as Abio and Reinikka, 1998; Steffensen and Trollegaard, 2000; Reinikka, 2001; Xiao and Sudharshan, 2002; Reinikka, Svensson and Dehan, 2002; Dehn, Reinikka and Svensson, 2003. These proponents of MQSDM support its use based on funding, managerial accountability, prudential management of resources, and leadership quality and structure influence efficient and effective service delivery. Thus, there is relevance of MQSDM to be used by this study to explore the efficiency and effectiveness of service delivery at the eDumbe Municipality as presented in figure 1.1 below.

There are several municipal laws and policies that supports the need for effective and efficient service delivery in the South African local government. The Local Government: Municipal Finance Management Act (No 56 of 2003) places much emphasis on the improved utilisation of public money to avoid fruitless and wasteful expenditure, unauthorised and irregular expenditure. In terms of this Act, the Municipal Manager as an accounting officer has the sole responsibility for managing the public money through monitoring the budget allocation expenditure.

**Figure 1.1: The Modified Quantitative Service Delivery Model (MQSDM)**



Source:Reinnika(2001:120)

Figure 1.1 depicts those factors influencing service delivery.

**Managerial Accountability:** Managerial accountability requires a combination of conferring responsibility and reporting back to the municipal council on the expected and agreed performance and on the manner in which the responsibility was fulfilled. The rationale for holding public managers accountable lies in the very same nature of their relationship with public resources. In terms of Section 71(1) of the Public Finance Management Act, the accounting officer of the municipality must submit to the mayor and the provincial treasury a statement on the state of the municipality's reflecting particulars for that month and for the financial year up to the end of that month: actual revenue, actual borrowing, actual expenditure, per vote, actual capital expenditure, per vote and the actual amount received.

**Funding/Management of Resources:** Municipalities are funded from the public purse through equitable sharing of revenue from the national budgets, therefore they are responsible for the effective, efficient and economical use of every resource allocated to them. However, municipalities like eDumbe have limited tax base.

**Leadership:** The focus is on political and administrative leadership. The political leadership's role is to drive the strategic agenda of the government of the day. In order to achieve this, it has to appoint administrative staff that will carry out its intentions and perform an oversight role in the functioning of the municipality.

## **1.10 RESEARCH METHODOLOGY**

A mixed approach was adopted for this study where both qualitative and quantitative research methods were used for collecting and analysing data in this study. According to Neuman (2006:125), a mixed method approach has the following characteristics:

- Variation in data collection leads to greater validity;
- Ensures that there are no gaps to the information/data collected;
- Answers the question from a number of perspectives;
- Ensures that pre-existing assumptions from the researcher are less likely; and
- It is accurate when one methodology does not provide all the information required.

According to Bryman, Bell, Hirschsohn, Dos Santos, Du Toit, Masange, Van Aardt and Wagner (2015:66) are of the view that mixed methods research is not intrinsically superior to single-method or single approach research, or vice versa. Several points must be borne in mind by researchers when considering quality in mixed methods research. These points are:

- Mixed methods research, like single-method research must be competently designed and conducted. Poorly conducted research could yield suspect findings, no matter how many methods are employed.

- Mixed methods research must be appropriate to the research questions area. There is no point of collecting more data simply on the basis that “more is better”.
- Researcher should try not to think of mixed methods research as made up of separate components. It is best for the researcher to consider how the quantitative and qualitative components are related to each other from the outset.
- Researchers should make sure that they provide a sufficiently detailed account of the methodological details for both the quantitative and qualitative components.
- All research projects have limited resources. Employing mixed methods research may dilute the research effort in any area, since resources would need to be spread.
- Not all researchers have the skill and training to carry out both quantitative and qualitative research (Bryman et. al. 2015: 66).

Quantitative research is research that uses numerical analysis. In essence, this approach reduces the data into numbers. A cross-sectional survey design was used for this study which Du Plooy-Cilliers, Davies and Bezuidenhout (2014:149) maintain is used to create an overall picture of the phenomenon at one point in time. The main reason the researcher used this method was that quantitative research produces quantifiable, reliable data that are usually generalizable to some larger population. The greatest weakness of the quantitative approach, however, is that it decontextualizes human behaviour in a way that removes the event from its real-world setting and ignores the effects of variables that have not been included in the model. This approach was appropriate for the reliability and validity of the results of the study. It was complemented with qualitative research, which reflected the participant’s perceptions and experiences, and the way they felt about the way in which services were being provided to them. In qualitative research, the researcher may actually go to the people, the setting, or the site in order to observe what normally and naturally occurs or how people behave. The researcher used this approach because it was effective for studying subtle nuances in attitudes and behaviours and for examining social processes over time.

## 1.11 STUDY SITE

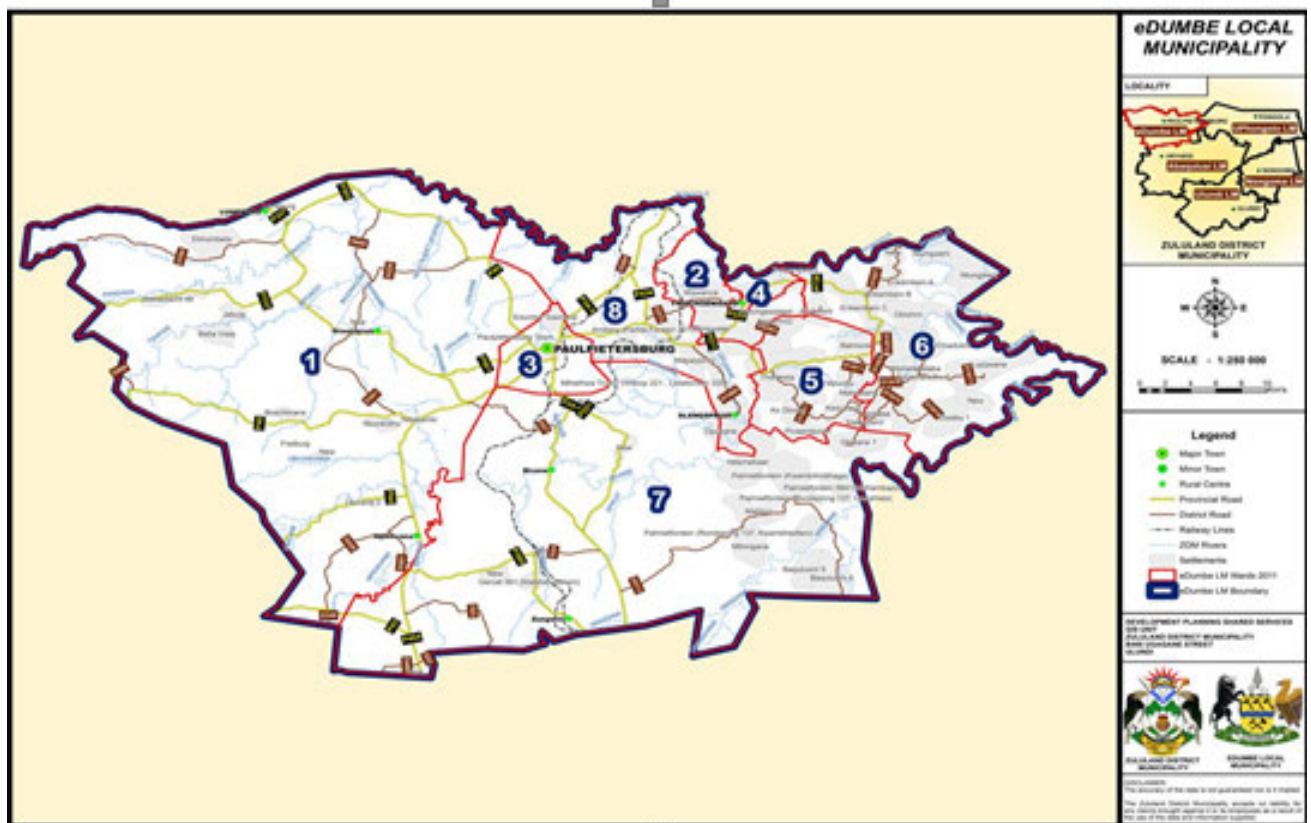
The study was undertaken at the eDumbe Municipality situated within the Zululand District in the north-western part of KwaZulu-Natal province. It is the smallest of the five municipalities that make up the district, accounting for 13% of its geographic area. The location of the head office is in Paulpietersburg, which is 50 kilometres north of Vryheid and 59 kilometres south of Mkhondo (previously Piet Retief). The municipal area of eDumbe is demarcated into eight wards that are predominantly rural in nature ([www.edumbe.gov.za](http://www.edumbe.gov.za)).

Figure 1.2: Locality map



Source: eDumbe Local Municipality, 2014/2014 Draft IDP Review

**Figure1.3: Edumbe-Ward-Boundaries**



Source: eDumbe Local Municipality, 2013/2014 Draft IDP Review

The study was conducted at Paulpietersburg in KwaZulu-Natal. The eDumbe Local Municipality is a category B municipality and is situated in the north-west of KwaZulu-Natal and is part of Zululand District Municipality, a Category C municipality, consisting of five local municipalities, that is, Ulundi, Nongoma, Abaqulusi, uPhongolo and the eDumbe Local Municipality. The eDumbe Local Municipality covers a geographical area of 1947 square kilometres and is home to a population of about 101 607 inhabitants. The municipal area of jurisdiction is demarcated into 8 wards which are predominantly rural in nature. Furthermore, the eDumbe municipal area comprises 52 settlements in total, which include 48 dispersed rural settlements, 3 urban areas, and 1 major town. The major town/urban centre is Paulpietersburg/Dumbe, which is located in the vicinity of national road and railway networks (eDumbe Local Municipality, 2013/2014 Draft IDP Review)

## 1.12 POPULATION AND SAMPLING METHODS

The population for the study comprised the eDumbe local municipality officials, both administrative and political and the residents of eDumbe. This study involved a purposive sample where an aggregate portion of participants was extracted. According to Imenda and Muyangwa (2000:119), sampling is defined as a means of selecting a given number of people (subjects or participants) from a defined population, as representative of that population. Brynard and Hanekom (2014:59) maintain that selecting an element from a population is called random selection: each element has the same chance of being selected for the sample. A purposive sample is a non-probability sample where participants are chosen to participate in the study because they are interested and have an understanding of the phenomenon that is being investigated.

In consideration of the sample, a total of 160 respondents (community), 8 ward councillors were selected from 8 wards of the eDumbe Municipality participated in the study. In each ward, 20 respondents from the community were selected from the population of 101 607 inhabitants. A systematic sampling technique was appropriate for this study. As Welman, Kruger and Mitchell (2005:67) put it, systematic sampling is accurate, easily accessible, does not containing periodic patterns and an actual list is not always needed. Every fifth house in the study was selected and by so doing a good coverage of the study area was easily achieved.

The participants for the study were recruited in the following manner:

- The participants were told by their respective councillors in December 2015; the researcher had had an in-depth discussion in 2016 with the Honourable Speaker of the municipality, about the study being conducted throughout the eDumbe area.
- Once the researcher had a fixed date for when the study would be conducted, councillors were to be informed, through the Speaker, and these councillors would have to pass on the message to the community through meetings in all 8 wards of the municipality.

It is believed that by the time the researcher was ready to conduct the study, members of the community would be fully aware and waiting to assist the researcher with the information required.

The reason for choosing this method was that the houses are some distance apart this being a rural area.

The municipality is divided into 8 wards, consisting of 8 ward councillors and 7 proportional representational councillors (PR councillors), obtained according to the number of voters who voted for that particular party during municipal elections. This group would therefore consist of 15 councillors and 8 of the councillors who were interviewed. The reason for not interviewing the PR councillors was that they are not directly involved with service delivery in their respective wards.

A purposive sampling technique was used for councillors and senior managers. According to Bless, Higson-Smith and Sithole (2013: 173), purposive sampling is based on the judgement of the researcher regarding the characteristics of the representative sample. The strategy is to select units that are judged to be most common in the population under investigation. The purpose of interviewing councillors was that they are the ones who approve the budget, based on the needs of the community, and they are collectively responsible for playing an oversight role as to the implementation of projects outlined in the Integrated Development Plan. The other reason for interviewing all councillors was that they are at the forefront of service delivery as they are accountable to both their respective political parties and to communities for delivery and non-delivery of basic services.

Five senior managers were to be interviewed based on the premise that they are appointed by the municipal council in order to help it in achieving municipal objectives through their administrative and professional expertise in running the affairs of the municipality. These managers also sign performance contracts with the municipality: this which acts as a yardstick to measure their performance based on the key performance areas (KPA's), as agreed to by them and the municipal council. The total sample was therefore be 173 (160 community members, 8 ward councillors and 5 senior managers).

Structured interviews were conducted with both councillors and senior managers. The interviews related to ascertaining the municipality's contribution to ensuring that community members are involved in decision-making, how the councillors and managers ensure accountability and transparency and the alignment of project implementation with the IDP. Questions around issues of capacity of community members in enhancing effective community participation were to be asked. It has to be noted here that the questions were written in English. To cater for non-English speaking respondents and those who would not read and write, the researcher interpreted the questionnaire into IsiZulu and filled in the questionnaire on their behalf when necessary.

### **1.13 DATA COLLECTION INSTRUMENTS**

The following data collection instruments were used to collect data from the respondents. These data collections instruments includes: questionnaires, in-depth interviews, books, journals and legislations pertaining to local government and service delivery.

#### **1.13.1 Questionnaires**

Personal interviewing is a survey technique in which an interviewer visits the respondent and administers the questionnaire in a face-to-face setting (Fox and Bayat, 2007:100). A closed or pre-coded questionnaire were used for this study. This type of questionnaire offers the respondents a range of answers to choose from. A summated or Likert scale was used in testing the attitudes of the communities, councillors and managers on various issues of service delivery. According to Welman, Kruger and Mitchell (2005:175) a self-completed questionnaire comprising a range of answers is set out in the questionnaire and the respondent is asked to tick the appropriate box. The standardised questionnaires included the instructions on how to complete the questionnaire and to explain what is expected of them. Once they are completed, the questionnaires will be returned to the researcher for data capturing and analysis. According to King and Horrocks

(2010:1), interviewing is the most commonly used method of data collection in qualitative research.

### 1.13.2 In-depth interviews

The second stage of the research involved collecting the primary data. Welman, Kruger and Mitchell (2005:149) define primary data as original data collected by the researcher for the purposes of his or her own study. The collection of primary data was to be through the use of interviews with the selected respondents, including 8 councillors and 5 managers. These interviews will be more like conversations in which the researcher will guide the direction of the interview. An interview schedule was used to systematically guide the researcher on questions needed to be asked. An interview schedule was used on the basis that structured interviews are easier to analyse but according to Fox and Bayat (2007:101) sometimes do not achieve the depth or expanse of unstructured interviews. Personal interview surveys have certain advantages and disadvantages. These advantages and disadvantages are discussed:

### 1.13.3 Advantages and disadvantages of personal interviews

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• The opportunity for feedback to the respondent is a distinct advantage.</li> <li>• There is no opportunity to reassure the respondent should he or she be reluctant and the interviewer can also clarify certain instructions or questions.</li> <li>• The interviewer has the opportunity for probing the answers by asking the respondent to clarify or expand on certain response.</li> </ul>	<ul style="list-style-type: none"> <li>• Personal interviews can be costly. Transportation and labour costs generally make this an expensive method of data collection.</li> <li>• Personal interviews provide significant scope for interview error or bias when the interviewer's behaviour, appearance or actions in some way influence the respondents to such an extent that they provide an inaccurate answer.</li> </ul>

<ul style="list-style-type: none"> <li>• The interviewer can supplement answers by recording her or his own observations.</li> <li>• The interview can last longer and be more complex than in the case of other survey techniques.</li> <li>• Failure to answer a question (non-response) is far less likely to occur in personal interviews than in self-administered surveys.</li> <li>• Visual aids can be used. Written response alternatives could be provided where a question is complex.</li> </ul>	
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Source: Fox and Bayat (2007:101)

#### **1.13.4 Document Collection**

Collection of secondary data was the first stage of this research project. Secondary data is described by Welman, Kruger and Mitchell (2005:149) as comprising information collected by individuals or agencies and institutions other than the researcher. This stage involved collecting information from the literature on policies, minutes of meetings, local government publications and legislations to inform the study.

#### **1.14 DATA ANALYSIS**

Quantitative data was analysed using the Statistical Package for the Social Sciences (SPSS). Descriptive analysis was used to measure the central tendency such as mean, median, mode, range, variance and standard deviation. Inferential analysis was used to measure relationships using the t-test, anova, chi-square, regression and correlation.

Qualitative data will be analysed using thematic analysis. The sets of data were subdivided into subsets of data, based on the patterns or themes which arose. The patterns or themes formed a strategic concepts. Peculiar features in themes were explored. Different subsets of data will then be explored. The identified themes were later examined and compared to those identified in the literature.

### **1.15 VALIDITY**

Validity is the extent to which the research findings accurately represent what is really happening in the situation (Welman, Kruger and Mitchel, 2005:142). An effect or test according to Coolican (1992:35) is valid if it demonstrates or measure what the researcher thinks or claims it does in as far as validation of data is concerned. Silverman (2006:290) maintains that there are two forms, namely:

- Comparing different kinds of data (quantitative and qualitative) and different methods (interviews) to see whether they corroborate one another. This form of comparison is called triangulation.
- Taking one's findings back to the subjects being studied where these people verify one's findings.

Validity in both quantitative and qualitative research is necessary because failure to validate findings can result in reports being inadequately analysed and interpreted. The findings of the study should then be relayed back to the respondents for their verification and if most, or all of them approve the findings, it means that the instrument is valid. This is termed construct validity.

### **1.16 RELIABILITY**

According to Thomas (2009:116), reliability refers to the extent to which a research instrument, such as a test, will give the same result on different occasions. Welman, Kruger and Mitchel (2005:145) maintain that reliability is concerned with the credibility of the research findings.

Based on the analyses and interpretation of results, the researcher should report to the subjects to validate the reliability of the findings. Test/Retest according to Imenda and Muyangwa (2000:140), is the procedure involving administering the same instrument to the same group of respondents twice at different times. The very same respondents ought to be visited with the findings for verification to see to whether or not the instrument measured what was to be measured. If most, or all the respondents give the same response to the findings, it means that the researcher has succeeded in measuring what needed to be measured.

### **1.17 ETHICAL CONSIDERATIONS**

Ethical considerations were taken care of in terms of the University of KwaZulu-Natal rules. The researcher wrote a letter to the eDumbe Municipality (Mayor) seeking permission to conduct the study in the area. The information collected from the respondents was to be used for the purpose of the research only. The general principles of research ethics are that no harm should befall the research subjects, and that subjects should take part freely, based on informed consent (Welman, Kruger and Mitchell, 2005:181). Respondents did not write their names on the questionnaire for the purpose of anonymity. Respondents were told before the interview took place that they may withdraw at any time if they felt that the interview threatened or infringed on their constitutional rights. The respondents were told about a statement about the known risks associated with participating in the research and that there was no monetary incentives that will be gained by the participants in the research. The respondents signed consent was obtained after they had been told of the nature and purpose of the research and the procedures to be used for data collection and that research data will be stored by the institution for a period of five years. Prior approval (ethical clearance) of the research project by the University Research Committee was obtained, after it had satisfied itself that the research project complied with all regulations regarding the protection of privacy of the respondents before the study was undertaken.

## **1.18 LIMITATIONS OF THE STUDY**

The study was conducted in all 8 wards of the eDumbe Municipality. Some of the residents in the eDumbe area had limited understanding of the service delivery assessment technique that is generally employed to assess the effectiveness of service delivery and its impact on good governance, hence some not wanting to participate in the study. A systematic sampling technique was used, so that a person in every fifth house participated in the study. The reason for using systematic sampling was that it would be accurate, easily accessible would not contain periodic patterns and an actual list was not always needed (Welman, Kruger and Mitchel, 2005:67). The rural setting was not always conducive to the study however, since houses were a distance apart from one another. The findings were to indicate the opinions of the by community members who were part of the study. Time was another limitation in that the research has to be completed within a year so that the data collected and analysed would still be relevant to the problem at hand. If the research had taken too long, the problem might no longer have existed by the time the research was completed.

## **1.19 DELIMITATIONS**

Delimitations according to Simon (2011: 43) are those characteristics that limit the boundaries of the study. Delimitations factors include the choice of objectives, the research questions, theoretical perspective of the study, the geographic region of the study, choice of the problem itself and the population the researcher chooses to investigate.

Based on the above delimitations, the researcher chose to undertake a study on the efficiency and effectiveness of the management of service delivery at eDumbe Municipality because, eDumbe Municipality was hard hit by poor service delivery due to political infighting amongst councillors in the municipality in 2010 and 2011. The rationale behind choosing 20 participants from all 8 wards of the municipality was to get a broader perspective of service delivery challenges and prospects from all wards so that the results can be generalized upon.

## 1.20 STRUCTURE OF THE THESIS

The thesis consists of seven chapters, arranged as follows:

**Chapter One** discusses the introduction and background of the study. The chapter also discusses the conceptual framework, research design and methodology, limitations of the study and the breakdown of chapters.

**Chapter Two** discusses local government policies and the legislative framework for effective service delivery in South Africa is also discussed. The chapter will also look at constitutional provisions and other legislation that governs local government.

**Chapter Three** discusses the role of major stakeholders in service delivery. Both internal and external stakeholders will be interrogated for greater participation and improved service delivery as well as the *Batho Pele* principles and the importance of training of both political and administrative officials. It will also look into the performance management and the signing of performance contracts by senior managers of the municipality.

**Chapter Four** will discuss the role of leadership, accountability, funding and management of resources in improving quality of services in South African Municipalities.

Research Methodology, Data Collection Tools and Methods will be presented in **Chapter Five**.

**Chapter Six** will cover the interpretation and analysis of data.

**Chapter Seven** presents the conclusion and recommendations arising from the study in relation to how the eDumbe municipality can improve efficiency and governance with regard to service delivery so that the lives of the community can be improved.

## **1.20 CONCLUSION**

The chapter explained the background of the study, research objectives and key questions to be answered by the participants in the study. It also explained the theoretical framework under which the study was built upon, research methodology and data collection methods that were used in collecting both primary and secondary data. The study also explained validity and reliability and considered ethics in conducting research. The structure of the thesis was also explained. The following chapter will deal with literature review.

## **CHAPTER TWO**

### **LOCAL GOVERNMENT POLICIES AND LEGISLATIVE FRAMEWORK FOR EFFECTIVE SERVICE DELIVERY**

#### **2.1 INTRODUCTION**

This chapter deals with a literature review on local government, its functions and its relationship with the provincial and national sphere of government. A historical overview deals with post-democratic local government policies and legislation. The chapter will unpack the historical, political and economic mandate of the eDumbe municipality and the context.

#### **2.2 THE HISTORICAL CONTEXT OF LOCAL GOVERNMENT IN SOUTH AFRICA**

South Africa's first democratic general election of 1994 and local government elections in 1995/1996 brought new hopes and aspirations to almost all the South African population especially those who were previously disadvantaged. This marked the end of apartheid, which was characterised by racial segregation and separate development for Blacks, Indians, Coloureds and Whites. The new dispensation was built on democratic principles of non-racialism, transparency and openness that were to guarantee the improvement of the lives of South African people for the better. The then Government of National Unity (GNU), under the leadership of former State President, Nelson Mandela, had the huge task of fulfilling the promises made before the general election.

In 1995/1996 the first democratic local government elections were held. These marked the completion of the democratisation of the South African state. Local government is aptly defined by Koma (2010:113) as a sphere of government located within communities and well placed to appropriately respond to local needs, interests and expectations of communities. The lead-up to the third local government election was marked by widespread service delivery protests. In 2005 it was reported to Parliament that there were 881 "illegal protests" and 5085 legal protests across the country metropolitan areas. This led to the Democratic Alliance

(DA), which is the country's largest opposition party, to declare that the protests were a sign of dissatisfaction with the ANC's management of the municipalities and its inability to deliver meaningful services. A survey conducted before the 2006 local government election revealed that, in addition to voting, protests were also being used as a tool to achieve service delivery and were not necessarily a revolt against the ANC (Clark, 2013: 6). Van der Waldt (in Koma, 2010: 113) asserts that local government is at the coalface of public service delivery.

Municipalities are mandated by the Constitution of the Republic of South Africa of 1996, to deliver effective and efficient services to the community in a sustainable manner. In so doing, local government has to have efficient and effective revenue generation and collection systems in place in order to be financially viable; however, some municipalities do not have an adequate revenue tax base, and rely solely on equitable sharing of revenue and the Municipal Infrastructure Grant (MIG) from the national government.

According to Nyalunga (2006:30), local government in South Africa is thus largely understood in terms of service delivery. Koma (2010:113) is of the view that the provision of services by municipalities is a constitutional obligation. Part B of Schedule 5 of the Constitution, concerning functions, identifies the following services that fall within the ambit of local government and its municipalities. These are: water, electricity, town and city planning, road and storm water drainage, waste management, emergency services, fresh produce markets, parks and recreation, security, libraries and economic planning. The Local Government: White Paper of 1998 reiterates local government's responsibility for the provision of household infrastructure and a basic level of services on the basis of an incremental approach based upon the following objectives:

- To enable municipalities to extend access to affordable basic services to all South Africans;
- To provide support to municipalities to improve the performance of their service delivery systems; and
- To facilitate co-ordination between sectoral delivery programmes.

Ababio (2004:274) suggest three approaches that can assist municipalities to become more developmental. These approaches include the following:

- Integrated development planning, budgeting and performance monitoring;
- Performance management; and
- Working with citizens and partners.

Service delivery and local economic development in South Africa are therefore core concerns of local government. This is prompted by the fact that the vision of local government after the debut of the new government in South Africa was to be developmental.

The demarcation of municipal boundaries by the Demarcation Board in terms of the Municipal Demarcation Act was settled at 843 areas. These were reduced in December 2000 to 284, thus also reducing the number of elected members. This was coupled with the growing role of local government in socio-economic delivery. It was thought the cutting down on the number of municipalities was going to speed up service delivery as most of the budget on the previous structure of the municipalities was spent on salaries of the political office-bearers and administrative officials (Craythorne, 2003: 38).

Challenges facing municipalities include poor governance and accountability, weak financial management, the high number of vacancies in critical senior management positions and high infrastructure backlog. A recent review of South Africa's 278 municipalities by the Department of Cooperative Governance and Traditional Affairs shows that about a third of municipalities are frankly dysfunctional, with endemic corruption, councils that simply don't function, no structured community engagement and poor financial management (City Press, September 21, 2014). Service delivery protests prevalent in most parts of the country are an indication that the delivery of basic services to communities is still a challenge. It is for this reason that Masango (in Mafunisa, 2004:292) argues that lack of responsiveness towards citizens' complaints and discourteous staff not only dent the image of local government institutions, but also reduce the confidence of the members of the public in the machinery of the state. Efficiency and effectiveness of service delivery

could, however, change negative perceptions about local government. Mogale (in Koma, 2010:112) states that in order to assist municipalities to meet developmental requirements and speed up service delivery to the poor, extensive resource acquisition in terms of funding, human resources, appropriate structures and, most importantly the adoptions of key and enabling legislative measures are essential to realise developmental local government objectives.

It can be said that service delivery has improved between 1996 and 2001. Some local authorities have met the challenges of poverty reduction and service delivery better than others. Extending network infrastructure and household services to previously-disadvantaged communities has also been the pre-eminent social development strategy of the municipalities that were democratically elected in 1995/1996. However, statistics show that some have been far more effective than others in delivering to their constituencies. According to official government statistics, the proportions of households that have access to clean water have increased from 60 percent in 1996 to 85 percent in 2001. Electricity connections over the same period increased from 32 percent to 70 percent, according to the South African Cities Network (SACN) (SACN, 2004: 79). Between 1994 and 2003, 1,985,545 housing subsidies were approved and almost half a million houses, built in the apartheid era were transferred to their occupants through a discount benefit scheme (RSA, 2003:24).

The Local Government Summit was held on 18 September 2014 in Pretoria where “the back-to-basics” programme was discussed and agreed upon by all role players. A back-to-basics approach to public service delivery aims to establish a minimum level of acceptable performance for municipalities. In terms of this approach, municipalities are required to:

- Create conditions for decent living by consistently delivering municipal services to the right quality and standard;
- Put people and their concerns first and ensure constant contact with communities through effective public participation platforms;
- Be well governed and demonstrate good governance and administration – cut wastage, spend public funds prudently, hire competent staff and ensure

transparency and accountability;

- Ensure sound financial management and accounting, and prudently manage resources to sustainably deliver services and bring development to communities; and
- Build and maintain sound institutional and administrative capabilities, administered and managed by dedicated and skilled personnel at all levels (City Press, September 21, 2014).

Although many improvements has been made, the challenge still lies in the better utilisation of the financial resources in the form of budgets by the municipalities. The audited financial statements or reports that are submitted to the Auditor-General every year have been far from satisfactory. Some municipalities have received disclaimers, adverse opinions, qualified reports and in some extreme cases, failure by a municipality to submit an audit report. Very few municipalities have, to date, received unqualified audit reports without outstanding issues.

## **2.3 THEORIES OF LOCAL GOVERNMENT**

According to Van der Waldt (2017: 162), a theory can be regarded as a set of interrelated concepts, definitions and propositions that present a systematic view of a phenomenon by specifying the relationships among variables with the purpose of explaining and predicting the phenomenon. He also maintains that theories of local government attempt to provide the justifications for the establishment and role of local government as a sphere of governance. The social contract theory, democratic-participatory theory, efficiency of services theory and state integrationist theory are discussed:

### **2.3.1 Social contract theory**

Social theory is the view that persons' moral and/or political obligations are dependent upon a contract or agreement among them to form the society in which they live ([www.wordpress.com](http://www.wordpress.com)). The relevance of the social contract idea according to Van der Waldt (2017:162), lies in the fact that it determines that political authority (municipal councils) is based on the consent and voluntary acts of members of

society to be subjected to it, in exchange for benefits that political authority should bring to society. He argues that if such an authority does not meet the requirements and obligations specified in the “contract” it would become illegitimate and members of that society are justified to resist that particular political authority and elect a new one to act in their best interest. It is a mutual “contractual” relationship between state and society. Because local government is closer to the people, it is therefore crucial for the elected representatives to work closely with the community to maintain that social contact for the “contract” to be maintained.

### **2.3.2 Democratic-participatory theory**

Theories associated with democratic-participatory schools of thought are concerned with the idea that the existence of local government is basically for the purpose of promoting democracy and participation at grassroots level, thereby bringing government nearer to the people. Participatory democracy emphasizes the broad participation of constituents in the direction and operation of political systems ([www.en.wikipedia.org](http://www.en.wikipedia.org)). This position is premised on the attempts to justify the existence or need for local government on the basis of its being essential to a democratic principle, or for practical administrative purposes such as responsiveness, accountability and control (Van der Waldt, 2017: 162). It is for this reason that municipalities are obliged in terms of the Municipal Structures Act to create structures and mechanisms for community participation. These structures should submit minutes of their meetings to the Office of the Speaker on a regular basis to see to ensure that they are functional.

### **2.3.3 Efficiency of services theory**

Efficiency of services theories argue that the rationale for local government is the provision of basic services. This is based on the premise that some services can only be provided efficiently by the local sphere of government. Due to its proximity to local needs and the fact that some interests are peculiar to some local authorities, local authorities are best equipped to administer them (Van der Waldt, 2017:162). Services like the provision of water, waste removal and sanitation are examples of services that local authorities are well equipped to provide.

### **2.3.4 State integrationist theory**

Van der Waldt (2017:162) argues that local government state integrationist theory is in a far better position than the national government to stimulate initiatives and to inculcate a sense of national consciousness and unity. The argument is that local government functions and programmes should be integrated with those of the state. Local government is thus an “agent” of the state involved in the implementing of delegated socioeconomic programmes of the central government. It is for this reason that municipalities are required to formulate their Integrated Development Plans (IDPs) in line with the strategic priorities of the central government. Andrews and Entwistle (2010:679) maintain that public services are increasingly characterised by hybrid forms of organization variously described as partnerships, collaborations, networks or alliances. These new forms of organisations are sustained by the presumption that complexity and specialisation make it advisable for public agencies to outsource specific functions to other organizations. This is crucial for synergy and better service delivery.

## **2.4 THE MULTIDIMENSIONAL NATURE OF LOCAL GOVERNMENT**

Local government in South Africa and in modern states are multidimensional. Bratton (in Van der Waldt, 2017: 159) proposes seven dimensions, namely: administrative, economic, political, social, geographic, legal and environmental dimension. Administrative dimension includes executive structures or municipal departments responsible for services. This administrative dimension is critical in the sense that it is the one that has to make sure that the needs of the people are translated into action through the Integrated Development Planning. It has to be manned by competent people in order to render services effectively, efficiently and economically to the community it serves. The people or staff that are to manage the administration of the municipality are appointed by the senior administrative official (municipal manager) on behalf of the political office bearers of the municipality. Administrative officials appointed are accountable to their respective supervisors in line with the organogram of the municipality. All senior managers (often referred to as Section 57 managers) appointed are accountable to the municipal manager of the municipality.

The economic dimension includes the power to tax, financial systems, budgeting and accounting that enables the municipality to function. These functions are critical in sustaining the municipality to render services to the community. It is important that municipalities budget for the services they will provide for the community over a number of years based on their strategic plan, namely the Integrated Development Plan. Collection of taxes from the ratepayers helps to sustain the municipality and the municipality should have sound financial management systems in place. The political dimension includes legislative structures responsible for policies and monitoring and oversight, which comprise representatives elected during local elections (Van der Waldt, 2017:159). Political representatives are there to take the views and concerns of the citizens, debate such issues in the municipal council and thereafter make by-laws that will be implemented to change the lives of the people. Van der Waldt (2017:159) believes that good local governance generally refers to quality, effectiveness and efficiency of local administrations and public service delivery. It also incorporates the quality of local public policy and decision-making procedures, their inclusiveness, their transparency, and their accountability.

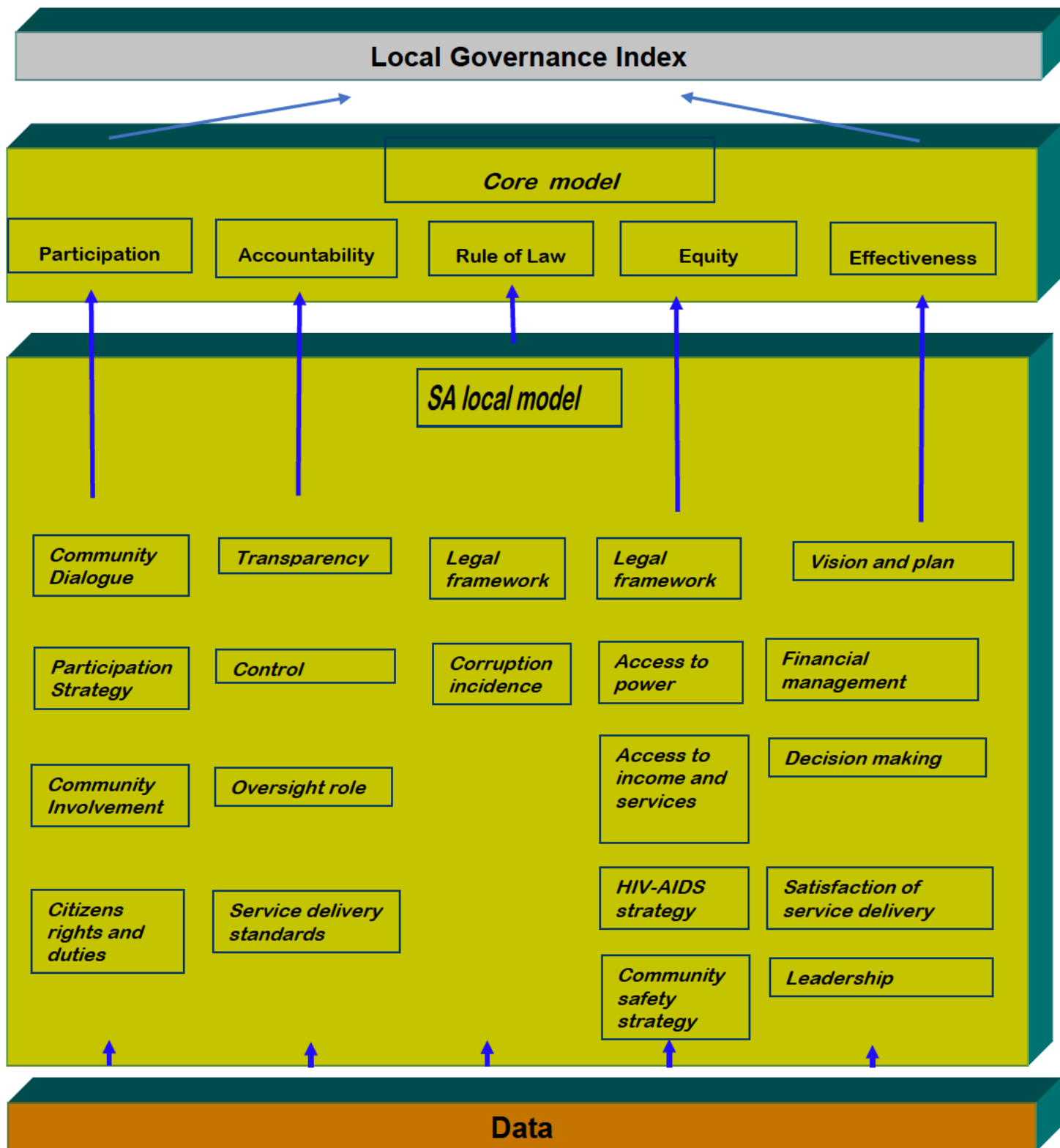
Local government also has a social dimension. From this perspective the local government is regarded by Van der Waldt (2017:159) as an organised social entity based on the conception of “community”. He further maintains that local government provides a platform for people in a locality to express and fulfil their human needs to interact, and express their opinions. The feeling of convergence brings to the fore the commonality (community) of basic needs of the people in the neighbourhood: of food, shelter, clothing and water. The fifth dimension according to Van der Waldt (2017: 159), is geographic, which is defined as territorial jurisdiction over a particular human habitation. The demarcation of ward boundaries is determined by the Demarcation Board in terms of the Municipal Demarcation Act of 1998. The Demarcation Board’s function is to re-determine all municipal ward boundaries throughout the country, according to the established criteria and procedures.

Van der Waldt (2017:160) maintains that the legal dimension is critical to local government in the sense that it is a legal institution established by law by a competent and higher authority. Local government is an agent of the State and, as

such, represents public interest. It exercises powers of the state legally delegated to it within specified geographical boundaries. As a legal entity, it can sue and be sued for any breach of law applicable in the land. The environmental dimension, according to Van Der Waldt (2013:320) focuses on municipalities having sustainable developmental obligations in order to address issues such as ecological degradation, climate change, urban resilience and the protection of environmentally-sensitive areas. These issues have a direct bearing on the role and responsibilities of an area ascribed to local government. These issues include the following:

- The capacity of local authorities or municipalities to manage their affairs  
Such as local economic development, basic infrastructure and public services.
- A process of decentralisation where local structures are capable, accountable and responsive to the needs and rights of citizens.
- Addressing socio-economic development objectives of a country by lifting people out of poverty and addressing unemployment.
- Public participation and representation, whereby local authorities are aligned with the democratic values such as the rule of law, transparency, responsiveness, accountability and respect for human rights and fundamental freedoms (Van der Waldt, 2013: 321).

Figure 2.1: Local government index



Source: Idasa (2013:15)

## **2.5 Principles of good governance at local government**

The diagram above shows 5 key principles identified, by the Institute for Democracy in South Africa (Idasa) (Idasa, 2013:15) of good governance at local government level. These principles include: Participation, Accountability, Rule of Law, Equity and Effectiveness. Govender and Penceliah (2011:5) view good governance as, among other things, being participatory, transparent and accountable, effective and equitable, and promoting the rule of law. They further maintain that good governance comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. Good governance results in professional management of an organisation and supports performance management through the achievement of the required outcomes for the benefit of the communities it serves (Govender and Penceliah, 2011:6).

The 5 principles of good governance at local government can help municipalities translate a complex concept in locally-specific and easy to understand indicators namely:

- It captures governance criteria and standards;
- It enables to compare the quality of governance in different situations; and
- It results in a plan of action to improve governance situations (Idasa, 2013: 17).

## **2.6 LEGISLATIVE FRAMEWORK FOR LOCAL GOVERNMENT**

Various pieces of legislations had and were promulgated to complete the democratisation of local government in the country so that service delivery can take place. Carsterns and Thornhill (2000:183) state that the interim multi-party negotiations produced the Constitution of the Republic of South Africa (Act 108 of 1996). This was the foundation for a new political, social, and economic order.

### **2.6.1 The Constitution of the Republic of South Africa (Act 108 of 1996)**

Nzimakwe (2010: 511) argues that public institutions have a mandate to ensure that all citizens receive the services they require to satisfy their needs. Municipalities throughout the country are encouraged to involve the public and community institutions in the affairs of local governance. Chapter 7, Section 152 (1) of the Constitution of the Republic of South Africa of 1996 deals with local government. It outlines the objectives of local government. These objectives are:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in matters of local government.

In terms of Part B of Schedule 4 and Part B of Schedule 5 of the Constitution of South Africa of 1996, municipalities are responsible for these functions: electricity delivery; supply of water for household use; sewage and sanitation; refuse removal; local tourism; municipal health services; local roads; local public transport; street trading; abattoirs and fresh food markets; parks and recreation areas; fire-fighting; libraries and other community facilities. In providing these services, municipalities use their own resources: finances, equipment and employees.

Chapter 7 is supported by Chapter 3 that deals with Cooperative government, guiding principles and intergovernmental relations. Section 41(1) h states that all spheres of government must co-operate with one another in mutual trust and good faith by:

- Fostering friendly relations;
- Assisting and supporting one another;
- Informing one another of, and consulting one another on, matters of common interest;
- Adhering to agreed procedures; and
- Avoiding legal proceedings against one another.

Section 195(1) of the Constitution of the Republic of South Africa of 1996, makes provisions for good governance through a set of good public administrations guidelines. The principles, according to Mafunisa (2009: 729) are:

- A high standard of professional ethics must be promoted and maintained;
- Efficient, economic and effective use of resources must be maintained. Schwella (in Mle and Maclean, 2011:1367) argues that efficiency entails that services must be provided with minimal costs and effectively refers to the accomplishment of the desired ends. They also maintain that both concepts are based on the principle of value for money and are thus closely linked to the economy, that is, the terms and conditions under which public institutions obtain and utilise resources (financial and human) in the appropriate quantity and quality at the lowest cost.
- Public administration must be development oriented;
- Services must be provided impartially, fairly, equitably and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy-making;
- Public administration must be accountable. This means that public managers must be answerable for their actions in public so as to encourage debate and criticism.
- Transparency must be fostered by providing the public with timely, accessible and accurate information. Mle and Maclean (2011:1366) maintain that transparency requires an open, honest exposition of the processes and actions of public managers for public scrutiny. It therefore means that the activities of public institutions must not take place under a veil of secrecy as this may lead to suspicion of unethical and fraudulent acts by public managers.
- Good human resource management and career development practices, to maximise human potential, must be cultivated; and
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.

These principles are crucial for the success of the municipality in as far as service provision is concerned. Principles should be instilled in all municipal workers through workshops. Section 227(1) of the Constitution of the Republic of South Africa of 1996, caters for national sources of provincial and local government funding. It states that local government and each province:

- Is entitled to an equitable share of revenue raised nationally to enable it to provide basic services and perform the functions allocated to it; and
- May receive other allocations from national government revenue, either conditionally or unconditionally.

### **2.6.2 The White Paper on the Transformation of the Public Service Delivery (1997)**

This document marked the intention of the government to transform the public service to be “representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all”. It highlights issues that are lacking in the public sector and which include administrative capacity, particularly in management, accountability, transparency, efficient service delivery attributed partly to a lack of motivation of appointed officials and salaries that are not market related, coherent labour relations and representivity (Mpehle, 2012:215). The document perpetuates the principles and values of a ‘Rainbow Nation’ and nation building. Mampane and Ababio (2010:177) maintain that the document makes a strong case for development through training; of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability. According to Nzimakwe and Mpehle (2012:281), Batho Pele (meaning “ putting people first”) is an initiative requiring public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery impact. It is a simple, transparent mechanism that allows customers to hold public servants accountable for the type of services they deliver. These principles are:

- Consultation: Democracy thrives well in countries where communities are consulted on a regular basis on what the government is trying to do for its citizens. Local government as a third sphere of government and closest to the people, has a huge responsibility to consult communities for effective,

efficient and economical service delivery. Failure to consult the community may give rise to service delivery protests and destruction of municipal property which might have dire effects on service delivery.

- Service standards: The service standards should specify the level and qualities of services rendered, and be contextualised, relevant, customer-focused, realistic, measurable, efficient and easily understood by customers (Nzimakwe and Mpehle, 2012:282). The input of the community is critical as these services are directed at them.
- Courtesy: It is perceived that most public servants have the “I do not care” attitude towards the members of the community. The public servants have a responsibility to demonstrate acceptable behaviour, taking into account that they are the servants of the people and they are there to “serve”.
- Information: Community members should be given accurate information about the activities and functioning of the municipality. If accurate information is disseminated to communities, the chances of service delivery boycotts are minimal.
- Openness and transparency: Openness and transparency are the cornerstone of democracy. The functioning of government, especially local government should be more transparent as it renders services directly. As Nzimakwe and Mpehle (2012:283) put it, the community needs to be informed about how all levels of government are run, their performance level, which is in charge, what resources they utilise as consumers, targets set for the year and all expenses incurred. This can be achieved through an izimbizo, debates and annual reports.
- Redress: Target dates that are set in the Integrated Development Plan (IDP) by the municipality have to be achieved. If for some reasons, beyond their control, community has to be informed about those reasons and also be told when they will be achieved. This can be achieved through ongoing meetings between the municipality and its community.
- Access to services: In terms of the Constitution of the Republic of South Africa of 1996, all citizens should have access to municipal services. It should be noted that not all services that are rendered by the municipalities are free. Municipalities should have strategies for informing the

communities about those services that are free and those that they need to pay for.

- Value for money: The service that is provided by the municipalities should be equal to the money that is paid for that service. It means that municipalities have to devise cost cutting measures to avoid wastage and promote effective, efficient and economical service delivery to their communities.

Although there are officially eight principles, some provinces have their own additional principles, for example, KwaZulu-Natal has its three additional principles which are:

- Encouraging innovation and rewarding excellence: Departments must ensure that an environment conducive to the delivery of services is created to enhance their staff's capacity to deliver good services.
- Leadership and strategic direction: All leaders in the service delivery chain should provide direction, create alignment, engage staff, create effective partnerships and demonstrate ethical and sound values.
- Service delivery impact: Departments should measure and report regularly, using the sum total of *Batho Pele* initiatives, the impact of the *Batho Pele* based service delivery on the lives of the citizens of KwaZulu-Natal in the first three years and thereafter every five years.

Adherence to *Batho Pele* principles through training by all spheres of government and all public servants may improve service delivery and avoid the proliferation of service delivery protests that are experienced in the country.

### **2.6.3 The Local Government Transition Act (Act 209 of 1993)**

The above Act dealt with the transition process and did not address the substance or content of a new system of local government. It provided for the following:

- Pre-interim (1<sup>st</sup> phase) was the period beginning on the date on which the Local Government Transition Act (LGTA) came into operation in 1993 and ended on 1 November 1995. During this phase, negotiating forums negotiated for the successful integration of local governments for different

population groups pending the first local government elections ([www.salga.gov.za](http://www.salga.gov.za)).

- Interim (2<sup>nd</sup> phase) started on 2 November 1995/1996 the day after elections were held for members of local government transitional councils thus establishing integrated municipalities although these were not yet fully democratically elected. It ended with the election of members for the central, provincial and local governments on 2 June 1999.
- The 3<sup>rd</sup> (final phase) started after the elections on 2 June 1999 establishing current municipalities (Du Toit and Van Der Waldt, 1999:253).

The transition process was characterised by normalisation of the existing historical system of local government that included: integrated areas of jurisdiction, democratically-elected, non-rural councils and single budgets, based on one municipality, one tax base (Boraine, in Reddy, 1999:202).

#### **2.6.4 The White Paper on Local Government (1998)**

According to Reddy (1999: 201), local government is an integral part of the broader issues of governance, transition and development in the South African context. The political events at the local government level contributed in many ways to some of the fundamental political and social changes experienced in the country in recent years. The track record of ethnic local authorities established in terms of the apartheid policy was one of political controversy, administrative constraints and financial shortfalls.

The adoption of the White Paper by the Cabinet in 1998 marked the new era in transforming local government in South Africa. The various themes of the White Paper were:

- Current reality: This was a historical survey, and a survey of the then systems of local government.
- Developmental Local Government: This set the scene for the integrated development planning and performance management provisions in the Municipal Systems Act of 2000.

- Co-operative Government: This section set out to interpret co-operative government in the Constitution and spelled out the intergovernmental relations between the three spheres of government.
- Institutional Systems: This section defined the types of metropolitan, district and local municipalities and also brought in the concepts of sub-councils and ward committees.
- Political Systems: This section dealt with the concepts of executive mayor, executive committees, delegation, committee systems, the electoral system, ward delimitations and number of councillors.
- Administrative Systems: This section dealt with the principles of service delivery as well as how it could be done. Training and labour relations were also included.
- Municipal Finance: The essence of this section was that effective treasury control over finances was necessary and that there would have to be national legislation on property rates. With regard to credit control, strong measures should be taken against defaulters. Borrowing and investment powers would have to be controlled.
- The Transformation Process: The main points were speedy implementation of the White Paper and the putting in place of intensive support programmes to facilitate the changes that needed to be made (Craythorne, 2003:15).

According to the White Paper, developmental governance should ultimately result in the following outcomes:

- The provision of household infrastructure and services;
- The creation of liveable, integrated cities, towns and rural areas;
- Local economic development; and
- Community empowerment and redistribution.

Venter (in Van der Walddt, 2014:106) maintains that these outcomes can be achieved only if municipalities adhere to three approaches in fulfilling their developmental mandate. These approaches are:

- Integrated development planning;

- Spatial development frameworks;
- Performance management; and
- Local economic development.

Integrated Development Plans were introduced in terms of Sections 25 and 35 of the Municipal Systems Act of 2000 and are a municipality's principal strategic instruments. It is a five-year document which is revised annually with the budget cycle. According to Venter (in Van der Waldt, 2014:106), the Local Government White Paper of 1998 contextualises integrated development planning as a tool for developmental local government with the intention of enabling municipalities to:

- Align scarce resources with agreed policy objectives and programmes;
- Ensure the integration of local government activities with other spheres of development planning at the provincial, national and international levels;
- Ensure transparent interaction between municipalities and their communities and various other stakeholders; and
- Ensure that actions are prioritised around urgent needs (Venter, in Van der Waldt, 2014:106).

Van der Waldt (in Landsberg and Graham, 2017:169) are of the view that IDPs primarily encompass three types of integration:

- The first level of integration focuses on alignment between the activities of the national, provincial and local sphere of government. The integration might be based on the national government priorities for the five-year term. These priorities might include aspects such as housing, health, education, crime and social services.
- The second level of integration is between municipalities themselves. It is a requirement that a district municipality should provide a framework for the IDPs of the local municipalities within its area of jurisdiction.
- The third level of integration is within a municipality itself, where the different directorates should coordinate their activities to operationalise the strategic objectives of the community (Van der Waldt, in Landsberg and Graham, (2017:169).

Since the IDP is a bottom-up planning approach, it is therefore crucial that the community through all the structures (community and business) available in the ward, to participate in its formulation. Spatial planning is necessary to integrate cities, towns and rural areas. The spatial integration of human settlements is essential for nation building, economic growth, the provision of affordable services, and the reduction of costs that households incur through commuting. Integration should also make provision for future land use and infrastructural needs for residential, as well as commercial and industrial development (Van der Waldt, 2017:171). Section 26(e) of the Municipal Systems Act of 2000 requires all municipalities to compile Spatial Development Frameworks (SDFs) as core components of IDPs. Van der Waldt (2017:171) maintains that the SDF should also identify the proposed future movements of people and goods via public transport systems and road networks. The SDFs should also include density zoning that maximises the use of the existing infrastructure and should also take cognisance of land development objectives as envisaged in the Development Facilitation Act.

Chapter 6 of the Municipal Systems Act of 2000 provides for the establishment of a performance management system (PMS) in a municipality. According to Van der Waldt (2017:170), the PMS is a system aimed at maximising the use of resources (inputs) in order to achieve the maximum results (outputs), which in turn could have a beneficial impact (outcome) on a community. He further argues that the PMS has two dimensions:

- The first dimension is an organisational dimension, focusing on the effective, efficient and economic utilisation of resources by means of adequate structures, procedures and policies.
- The second dimension, focuses on the performance of individuals. The PMS, as a strategic instrument provides a set of tools and techniques in order to plan regularly, monitor, measure and review the performance of individuals. The PMS should provide the employees with a clear understanding of job expectations; give regular feedbacks about their performance; advise them on steps to improve performance and reward good performance (Van der Waldt, 2017:170).

Section 152 of the 1996 Constitution requires municipalities to be responsible for promoting the social and economic development of communities. Municipalities should act as catalysts in promoting job creation and boosting the local economy. It is incumbent upon municipal councils to create conditions conducive for economic activities to thrive, and to make it as easy and attractive as possible for businesses to invest in the area (Van der Waldt, 2017:170). Local Economic Development (LED) is regarded as a framework that guides local role-players and stakeholders towards sustainable economic growth that brings economic benefits and quality-of-life improvements for the community. Van Der Waldt (2017:170) suggests a variety of LED initiatives that municipalities can pursue. Below is the list of some of those initiatives:

- Ensuring that the local investment climate is functional for local businesses.
- Supporting small and medium-sized businesses (SMBs).
- Encouraging new enterprises.
- Attracting investment (from within the country and internationally).
- Investing in physical (hard) infrastructure.
- Investing in soft infrastructure structure (including human resource Development and institutional support systems).
- Supporting the growth of particular clusters of businesses.
- Targeting particular parts of the city for regeneration or growth (spatial targeting).
- Supporting survivalist (often informal) businesses.
- Targeting certain disadvantaged groups.

#### **2.6.5 Local Government: Demarcation Act (Act 27 of 1998)**

The Demarcation Act of 1998 was the first Act that focused on transforming local government after the democratic elections of 1994 in South Africa. It created the framework for the re-demarcation of municipal boundaries by the Demarcation Board. The Demarcation Board is a juristic person, created by law which has a legal personality, is independent, must be impartial and performs its functions without fear, favour or prejudice (Craythorne, 2003:38).

According to Van der Waldt (2014:59), the main function of the Demarcation Board is to determine and, if necessary, re-determine all municipal and ward boundaries throughout the country according to established criteria and procedures. The board demarcates the boundaries for all categories of municipalities: Category A (metropolitan) Category B (local) and Category C (district).

#### **2.6.6 Local Government: Development Facilitation Act (Act 67 of 1995)**

The Development Facilitation Act of 1995 is aimed at encouraging efficient and integrated land development by promoting the integration of the social, economic, institutional and physical aspects of development. The Act drafted in 1995 was the first coherent attempt to bring about uniformity in the township establishment, land registration and planning systems with specific focus being placed on low-income development. The integrated development planning process is regarded as the main organising device for encouraging municipalities to identify key delivery targets, such as land development objectives (Venter, in Van der Waldt, 2014:105). The Development Facilitation Act was drafted because of a number of development problems and delays that were being experienced in South Africa, notably:

- There were about 17 different laws that were operating in different parts of the country for land release and development, leading to confusion;
- There were long delays in getting approvals for development. Some development applications took as long as three years to be decided;
- Some laws were second-class procedures; and
- Communities had only limited access to these procedures (Van der Waldt and Knipe, 2001:115).

According to Van der Waldt and Knipe (2001:116), the Development Facilitation Act decentralises planning responsibility which focuses on local opportunities, emphasises participation in local development and promotes development strategies and not just spatial plans. This can be achieved by the two main objectives of the Act, which are:

- To fast-track development and make sure that decisions are made as

quickly as possible about whether a development should be approved or not;  
and

- To facilitate policies that can guide future development (Van der Waldt and Knipe (2001:116).

### **2.6.7 Promotion of Access to Information Act (Act 2 of 2000)**

The Promotion of Access to Information Act of 2000 gives effect to the constitutional right of access to any information held by the state and any information that is held by another person and that is required for the exercise or protection of any rights and to provide for matters connected therewith. Section 32 of the 1996 Constitution stipulates the right of citizens to access any information held by the state. The purpose of the Act is to foster a culture of transparency and accountability in public institutions and any municipality in the local sphere of government. According to Venter et al. (2007: 42), a secondary purpose of this Act is to promote a society in which citizens have access to information in order to empower them to exercise and protect their democratic rights. Municipalities should make provisions for the availability of documentation and records, as well as the appointment of information officers.

Information officers should develop guidelines to assist citizens who request information, and should also make provision for refusal of access to restricted or private information as stipulated in the law (Venter et al., 2007: 42).

### **2.6.8 Local Government: Municipal Structures Act (Act 117 of 1998)**

The Local Government: Municipal Structures Act of 1998 establishes municipalities and creates their internal structures. The Act deals with the division of powers and functions between district and local municipalities. It also makes provision for the Minister of Cooperative Governance and Traditional Affairs to authorise a local municipality to exercise its powers and functions within its area of jurisdiction. The Act also provides categories of municipalities, Category A, B and C. The Act states that an area must have a single Category A municipality if the area can reasonably be regarded as:

- A conurbation featuring:
  - Area of high population density;
  - An intense movement of people, goods and services;
  - Extensive development; and
  - Multiple business districts and industrial areas.
- A centre of economic activity with a complex and diverse economy;
- A single area for which integrated development planning is desirable; and
- Having strong interdependent social and economic linkages between its constituent units.

Category B: A municipality that shares municipal executive and legislative authority in its area of jurisdiction with category C municipality within whose area it falls.

Category C: A municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

With regard to the Code of Conduct for Councillors, the Act obliges elected councillors to put in place mechanisms of answerability to local communities and to meet the priority needs of communities by providing services equitably, effectively and sustainably within the means of the municipality. It further enforces councillors' accountability to communities and for them to report back at least quarterly to constituencies on council matters including the performance of the municipality in terms of the established key performance areas. Furthermore, the Act requires the following of councillors:

- Performance of functions of office in good faith, carried out honestly and in a transparent manner;
- To act in the best interest of the municipality so as not to compromise its credibility and integrity;
- To disclose to the municipal council any direct and indirect personal or private business;
- To disclose any interest that the councillor or any spouse, partner or business associate of that councillor may have in any matter before the council;
- Not to use the position or privileges of being a councillor or confidential

information obtained as a councillor for private gain or to improperly benefit another person;

- Not, except with the prior consent of the municipal council, to be a party to or beneficiary of a contract for the provision of goods and services to the municipality; and
- Not to request, solicit or accept any reward, gift or favour for disclosing privileged or confidential information (Mle and Maclean, 2011: 1368).

Section 3 of the Municipal Structures Act, requires areas that do not comply with Section 2 to have municipalities of both Categories B and C. Category B municipalities, are primary or urban areas and including Category C municipalities are district council (Mafunisa, 2004:295).

Section 18 of the Municipal Structures Act states that each municipality must have a municipal council that meets at least quarterly. A municipal council consists of a number of councillors determined by the MEC for local government in that province. The number of councillors for a municipal council is based on the number of voters on the municipality's segment of the general voters' roll. Section 20 of the Municipal Structures Act states that the councillors in any municipal council may not be fewer than 3 and more than 90 if it is a local or district municipality, and not more than 270 if it is a metropolitan municipality.

The municipal council is required, in terms of the law, to hold meetings to discuss issues pertaining to the functioning and provision of municipal services to its citizens. The Speaker, who is the chairperson of a municipal council, convenes council meetings, but the municipal manager, in his or her absence, as a person designated by the MEC for local government, may convene the meeting in terms of Section 29 of the Act. A majority of councillors must be present at a meeting before a vote may be taken on matters like:

- The promulgation of by-laws;
- The approval of the budget;
- The determination of property rates, taxes, levies and charges; and
- The acquisition of loans (Van der Waldt, 2014:61).

Section 30 (1) maintains that all other matters are resolved by a majority vote of councillors present in the meeting, where the Speaker has a casting vote in addition to his or her normal vote as a councillor.

### **2.6.9 Local Government: Municipal Systems Act (Act 32 of 2000)**

The Local Government: Municipal Systems Act of 2000 is aimed at providing for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and to ensure universal access to essential services that are affordable to all. It further provides for the building of local government into an efficient development agency for the overall social and economic upliftment of communities (Mafunisa, 2009:732). The Act also focuses on a municipality's internal systems and administration and also provides basic elements of public accountability and the constitutional requirement for public involvement, policies and decision-making structures. According to Venter (2007:41), the Act provides for the core principles, mechanisms and processes that:

- Give meaning to developmental local government;
- Empower municipalities to move progressively towards the social and economic upliftment of communities; and
- Provide basic services to all communities.

Section 16(1) of the Municipal Systems Act stipulates that the municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and for this purpose should:

- Encourage and create conditions for the local community to participate in the affairs of the municipality, including participation in:
  - The preparation, implementation and review of its integrated development plan;
  - The establishment, implementation and review of its performance management system;
  - The monitoring and review of its performance, including the outcomes

- and impact of such performance;
- The preparation of its budget; and
- Strategic decisions relating to the provision of the municipal services;
- Contribute to building the capacity of:
  - The local community to enable them to participate in the affairs of the municipality; and
  - Councillors and staff to foster community participation; and
- Use its resources, and annually allocate funds in its budget.

Sections 17(1) and 17(2) provide for the mechanisms, processes and procedures for community participation.

### **2.6.10 Intergovernmental Fiscal Relations Act (Act 97 of 1997)**

Chapter 3 of the South African Constitution of 1996 describes the three spheres of government as being “distinctive, interdependent and interrelated” and enjoins them to “cooperate with one another in mutual trust and good faith”. The constitution thus binds all spheres of government and organs of state to the principles of cooperative government and intergovernmental relations. The spheres must also safeguard the distinctiveness of each sphere and must take concrete steps to realise cooperative government by assisting and supporting one another on matters of common interest. Tension between national direction and priorities (top-down approach) and locally-defined development needs (bottom-up approach) should be avoided (Van der Waldt, 2017:163). The aim of sound intergovernmental relations is to manage potential tension between the national priorities and development needs of the local sphere by marshalling the distinctive effort, capacity, leadership and resources of each sphere and directing these as effectively as possible towards the developmental and service delivery objectives of the government as a whole (Van der Waldt, 2017:163).

According to Siddle and Koelble (2012:82) the purpose of the Intergovernmental Fiscal Relations Act is to promote cooperation between the national, provincial and local spheres of government on fiscal, budgetary and financial matters, and to prescribe a process for the determination of an equitable sharing of revenue raised nationally. Section 227 of the Constitution specifically provides that local

government is entitled to an equitable share of revenues. Section 227(1) states that local government and each province:

- (a) Is entitled to an equitable share of revenue raised nationally to enable it to provide basic services and perform the functions allocated to it; and
- (b) May receive other allocations from national government revenue, either conditionally or unconditionally.

## **2.7 FACTORS NECESSITATING THE ALLOCATION OF REVENUE**

There are factors that necessitate the allocation of revenue sources to national, provincial and local sphere of government. These include the following:

### **2.7.1 Determining financial needs**

Khalo (2014:82) believes that the three spheres of government have different types of financial needs as a result of the functions performed or services delivered by each sphere. The division of revenue between provinces and municipalities takes into account demographic factors, such as the number of children of school-going age and socio-economic considerations, such as the proportion of people with access to private medical insurance, the number of people with incomes below the poverty line and the backlog in housing provision.

### **2.7.2 Determining financial capacity**

According to KHALO (2014:83), it is important to note that before sources of revenue can be allocated to the different spheres of government, the financial capacity of such governments must be determined. This means that the capacity of a specific government to generate income, relative to other governments subjected to the same tax effort and tax base, must be determined. This can be determined by following these criteria: 1. Per capita income of community, 2. Revenue potential of an ideal tax system; and 3. Representative system, meaning that the economic prosperity of a community determines the tax-paying ability of such a community and therefore its financial capacity.

### **2.7.3 Sources of revenue for local government**

Section 229 (2,3 and 4) of the Constitution states that the power of a municipality may impose rates on property and surcharges on services provided by or on behalf of the municipality. Du Toit et al (2002:140) emphasises the fact that if a municipality is authorised by national legislation, other taxes, levies and duties appropriate to local government, or to the category of local government into which that municipality falls, may also be imposed. No municipality may impose income tax, value-added tax, general sales tax or customs duty on any citizen. Section 229 (2) of the Constitution further states that the power of a municipality to impose rates on property, surcharges or other taxes, levies or duties, may not be exercised in a way that that materially and unreasonably prejudices national economic policies. According to Khalo (2014:85), the local sphere of government has three main sources of revenue, other than an equitable share. These are: municipal rates, fees and service charges and grants and subsidies.

Municipal rates levied on property are the main sources of revenue for municipalities, and depend in part on local residential development for expansion of the tax base. Charges for municipal services, such as electricity, water and refuse removal are intended to recover the costs of these services, but also yield an important secondary source of income for municipalities (Khalo, 2014:86). He further maintains that grants and subsidies from other spheres of government are other sources of revenue for local government, especially for the rural and remote municipalities where own-source revenue-raising capacity is limited. Other sources of revenue include interest on income, dividends, interests on grants and subsidies and fines.

### **2.7.4 Financial and Fiscal Commission Act (Act 99 of 1997)**

In terms of Section 220 of the Constitution, the Financial and Fiscal Commission is established to makes recommendations envisaged in Chapter 13 of the Constitution to Parliament, provincial legislatures and any other authorities determined by national legislation. The Commission act as a consultative body that, makes recommendations and gives advice to organs of state in the national, provincial and

local spheres of government on financial and fiscal matters (Siddle and Koelble, 2012: 82).

### **2.7.5 The Local Government: Municipal Finance Management Act (Act 56 of 2003)**

The objectives of the Local Government: Municipal Finance Management Act of 2003 are to secure sound and sustainable management of the fiscal and financial affairs of municipalities and municipal entities and provisions are made for, among other things, revenue management, budgets, debt, responsibilities of office bearers and officials, supply chain management and financial reporting and auditing (Van der Waldt (2014:68). The Act regulates the financial affairs of municipalities and municipal entities. It establishes treasury norms and standards for budgets, reporting and financial control. The Municipal Finance Management Act applies to all municipalities, all municipal entities and national and provincial organs of state that have financial dealings with municipalities. The Act aims at ensuring transparency, accountability and appropriate lines of responsibility. It also focuses on appropriate management of revenues, expenditure, assets and liabilities of municipalities. A municipality must have operating and capital budgets. The operating budgets reflect the day-to-day operations and administration of municipalities. This part of the budget must consist of an income and expenditure budget and is usually the end result of a ten-month-long compilation process involving various role-players. The capital budget, in turn, indicates all capital goods to be acquired by way of loans or internal financial sources during the financial year (Van der Waldt, 2017:174). The financial year in local government commences on 1 July of one year to 30 June the following year.

The Municipal Finance Management Act of 2003 is crafted on five principles, which will encourage a stronger, better-managed and more accountable local government sphere, by promoting:

- Sound financial governance;
- A more strategic approach to budgeting and financial management;
- The modernisation of financial management;

- Co-operative government; and
- Sustainability (Van der Waldt, 2014:68).

According to Subban, Reddy and Pillay (2011:127), the Act aims to modernise budget and financial management practices by making government finances more sustainable. It also serves to maximise the capacity of municipalities to deliver services to all their residents, customers, users and investors. According to Mafunisa (2009:730), this can be done by establishing norms and standards and other requirements for:

- Ensuring transparency, accountability and appropriate lines of responsibility in the fiscal and financial affairs of municipalities and municipal entities;
- The management of their revenues, expenditures, assets and liabilities, budgetary and financial planning processes and the co-ordination of those processes with the processes of organs of state in other spheres of government;
- Borrowing and handling of financial problems in municipalities; and
- Supply chain management and other financial matters.

The Act provides a comprehensive range of delivery mechanisms through which municipalities may provide municipal services. It explains the process to be applied and the criteria to be considered in reviewing and selecting municipal service delivery mechanisms.

#### **2.7.6 The Local Government: Municipal Property Rates Act (Act 6 of 2004)**

The Local Government: Municipal Property Rates Act of 2004 provides for municipalities to impose rates on properties, to provide for exemptions and exclusions and to provide for valuations and objections. According to Siddle and Koelble (2012:83), the preamble of the Act is explicit in that there is a need to provide local government with access to a sufficient and buoyant source of revenue; income derived from property rates is a critical source of revenue for municipalities to achieve their constitutional objectives; and it is essential that municipalities exercise their power to impose rates within a statutory framework that

enhances certainty, simplicity and uniformity. The Municipal Property Rates Act stipulates the following sources of income for municipalities:

- **Assessment rates-** The Municipal Property Rates Act regulates assessment rates, which are some of the primary sources of income for any municipality. It is a type of property tax based on the ownership of, or having a right to, fixed property.
- **Trading services-** Tariffs levied for the use of such services often consist of two components: a basic or availability charge, which is used to cover the interest and redemption burden of that service; and a consumer charge, which is based on the number of units actually used like, water and electricity (Van der Waldt, 2017:174).
- **Self-financing services-** The tariffs for self-financing services are normally fixed at a certain level for the duration of the financial year. Examples of such services include sewage and waste removal.
- **Closed or ring-fenced accounts-** Examples of such accounts are fresh produce markets and abattoirs. Surpluses generated by these accounts may only be used for clearly-specified purposes relating to the provision of the function concerned.
- **Subsidised services-** Examples of such services include: libraries, sporting facilities and community halls. These services do not generate enough revenue to fund the total cost of such services, which often has to be subsidised from another source of revenue, generally the assessment rates account.
- **Loans-** Loans are often obtained from banks, insurance companies, pension funds and other big investors. Prior approval of the relevant treasurer is necessary in such cases. District municipalities, in some cases, also assist local municipalities to fund their capital projects. This may be by means of “soft” loans that have to be repaid, but which carry a low or subsidised interest rate (Van der Waldt, 2017:175).
- **Conditional grants-** Conditional grants are transfers that municipalities may only spend on particular purposes as set out in the conditional grant frameworks. The biggest conditional grant is the Municipal Infrastructure Grant (MIG), which provides funding for municipal infrastructure, mainly for extending access to water and sanitation to poor households. The value of

national transfers to local government and the specific allocations to particular municipalities are determined through the Division of Revenue Act (DORA) and equitable sharing of revenue. The equitable share is intended to balance the unequal distribution of fiscal capacity across municipalities. It takes into account the different needs and responsibilities of municipalities relative to their fiscal and administrative capacity. Other grants fund electrification, public transport infrastructure, local economic development projects and capacity-building programmes in municipalities (Van der Waldt, 2017:175).

- **Allocation in-kind-** According to Van der Waldt (2017:175), allocation in kind sources of revenue involves provincial or national departments “paying” municipalities for the provision of specific goods or services without having to transfer funds to the municipality. These allocations are used in cases where municipalities do not have the capacity to spend the funds themselves, or where there are cost advantages that can be achieved by implementing a government initiative across several municipalities, such as the construction of dams to supply municipalities with water.
- **Municipal borrowing-** Municipalities may borrow funds from the financial markets to finance part of the infrastructure portion of their capital budget. It has to be taken into consideration that the national government does not guarantee municipal borrowing, a municipality’s credit worthiness, that is, sound financial management, revenue management and choice of infrastructure projects (Van der Waldt, 2017:175).

### **2.7.7 The White Paper on Traditional Leadership and Governance (2003)**

The White Paper on Traditional Leadership and Governance of 2003 paved the way for traditional leadership to work in partnership with municipalities in the development of rural areas. In this co-operative relationship with municipalities, traditional leaders should facilitate people participation, especially in policy and service delivery decisions that affect rural communities (Venter et al., 2007:42). The achievement of better service delivery in some of the municipalities relies on the good working relationship between the municipality and traditional leadership prevailing in that locality. Chapter 12 of the Constitution recognises traditional

authorities and states that national legislation may provide for a role for traditional leadership as an institution at local level on matters affecting local communities. The White Paper on Local Government (1998:75) listed the following responsibilities and functions of traditional leaders:

- a) Acting as head of the traditional authority, and as such can exercise limited legislative powers and certain executive powers and administrative powers;
- b) Presiding over customary law courts and maintaining law and order;
- c) Consulting with traditional communities through *izimbizo/ lekgotla*;
- d) Assisting members of the community in their dealings with the state;
- e) Advising government on traditional affairs through the Houses and Council of Traditional Leaders;
- f) Convening meetings to consult with communities on needs and priorities and providing information;
- g) Protecting cultural values and providing a sense of community in their areas through a communal social frame of reference;
- h) Being the spokespersons generally of their communities;
- i) Being symbols of unity in the community; and
- j) Being custodians and protectors of the community's customs and general welfare.

The White Paper further outlines their role in the development of the local area and community which includes:

- a) Making recommendations on land allocation and the settling of land disputes;
- b) Lobbying government and other agencies for the development of their areas;
- c) Ensuring that the traditional community participate in decisions on development and contributes to development costs; and
- d) Considering and making recommendations to authorities on trading licences in their areas in accordance with the law.

The Municipal Structures Act of 1998 provides for a maximum of 20 percent representation of traditional leaders in municipal council meetings where there are

traditional leaders in the municipality. Traditional leaders may participate in the proceedings of the relevant council (as gazetted by the MEC) and must have the opportunity to express a view on matters directly affecting the area of the traditional authority. Traditional leaders participate in their capacity as representatives of their traditional communities. The municipality may not adopt any by-law affecting a traditional community unless its traditional leaders have been consulted. The Traditional Leadership and Governance Framework Act (Act No. 41 of 2003), stipulates that traditional leaders should be part of democratic leadership and governance structures at the local government level. The Act also outlines the functions of traditional councils as that of:

- a) supporting the municipality in the identification of the needs of the community;
- b) facilitating the involvement of the traditional community in the development or amendment of the IDP of the municipality in which the community resides; and
- c) participating in the development programmes of the municipality.

It can be deduced that traditional leaders are not members of the council, and as such have no voting powers. They can only participate in debates on matters that affect their traditional communities. It is the responsibility of the Department of Local Governance and Traditional Affairs to assist in the empowerment of the traditional leaders to be effective and efficient in the performance of their duties and responsibilities.

## **2.8 MECHANISMS AND PROCESSES FOR IMPROVING EFFICIENCY AND EFFECTIVENESS AT LOCAL GOVERNMENT.**

Various processes, legislations and mechanisms were put in place to address the challenges facing municipalities in South Africa. These include among others: Local Government: Turnaround Strategy, Municipal Clean Audit campaign, Signing of Performance Contracts between Mayors and the Department of Co-Operative government and Traditional affairs (CoGTA) and Training of Councillors.

### **2.8.1 Local Government Turnaround Strategy**

The Local Government Turnaround Strategy (LGTAS) is aimed at counteracting those forces that are undermining the Local Government system. It is also aimed at restoring the confidence of the majority of the people in the municipalities as the primary delivery machine of the developmental state at a local level and makes the municipalities the pride of the people as well as rebuilding and improving the basic requirements for a functional, accountable, responsive and efficient developmental local government. According to Thornhill (2012:139), this strategy can be summarised in a 10-point plan involving:

- Improving the quantity and quality of basic services;
- Enhancing the municipal contribution to job creation and sustainable livelihoods through Local Economic Development (LED);
- Deepening democracy;
- Ensuring that municipalities adopt and develop reliable and credible Integrated Development Plans (IDPs);
- Building and strengthening administrative, institutional and financial capabilities of municipalities;
- Creating a single window of co-ordination to deal with intergovernmental matters in the local sphere;
- Rooting out corruption, nepotism and maladministration;
- Developing a coherent and cohesive system of governance;
- Developing and strengthening a coherent system of local government; and
- Restoring the institutional integrity of municipalities (Thornhill, 2012:139).

Root causes for some of these problems include:

- Systemic factors, for example, those linked to model of local government;
- Policy and legislative factors;
- Political factors;
- Weakness in the accountability systems;
- Capacity and skills constraints;

- Weak inter-governmental support and oversight; and
- Issues associated with the inter-governmental fiscal system (CoGTA, 2009:3).

The National Department of Cooperative Governance and Traditional Affairs has identified five priorities that need to be considered when implementing the Local Government Turnaround Strategy. These are:

- Accelerating service delivery;
- Promoting good governance;
- Enhancing sound financial management;
- Fostering infrastructure development and maintenance; and
- Intensifying the fight against corruption ([www.cogta.gov.za](http://www.cogta.gov.za)).

Although the Local Government Turnaround Strategy (LGTAS) has yielded positive results in some municipalities, there are some elements of poor service delivery and corruption in other municipalities around the country. It is incumbent upon every individual to be vigilant, report and expose those individuals who are involved in corrupt activities which compromise service delivery.

### **2.8.2 Municipal Public Accounts Committee (MPAC)**

In accordance with the provisions of Section 79 (1) (a) and (b) of the Municipal Structures Act of 1998, a municipality may establish one or more committees necessary for the effective and efficient performance of any of its powers and appoint the members of such committee from among its members.

The rationale behind the establishment of the MPAC was the issue of weak accountability mechanisms. It was to provide a guideline to enhance executive accountability and councillor oversight responsibilities at a local government level as recommended by Section 129 of the Local Government: Municipal Finance Management Act (MFMA) No 56 of 2003, the Constitution of the Republic of South Africa of 1996, the Local Government: Municipal Systems Act, No 32 of 2000 and

Section 33 and 79 of the Local Government: Municipal Structures Act, No 117 of 1998.

The primary function of the MPAC is to assist Council to hold the executive and the municipal administration to account and to ensure the effective and the efficient use of municipal resources. It will execute its function by reviewing public accounts and exercising oversight on behalf of the Council. In order for the MPAC to fulfil its oversight role, it needs to be provided with the necessary information and documentation to interrogate the actions of the executive. The role and responsibilities of the MPAC entails:

- Considering and make recommendations on the Report to Council regarding specific reports of the Auditor-General; and queries, comments and responses thereof;
- Investigating the alleged misappropriation of municipal funds by councillors and / or officials and report thereon to Council;
- Recommending on any proposals in respect of the oversight process for improving efficiency, effectiveness and economy in the financial sphere of the Municipality;
- Investigating unilauthorised, irregular, fruitless and wasteful expenditure in terms Section 32 and 102 of the MFMA, as instructed by Council.

The committee may also:

- Report on any financial statements or reports to Council;
- Initiate and develop the annual oversight report based on the annual report;
- Initiate any investigation in its area of competence; and
- Perform any other function assigned to it by resolution of Council (CoGTA, 2012:2).

### **2.8.3 Operation Clean Audit**

Operation Clean Audit was launched by the late Minister of Cooperative Governance and Traditional Affairs in 2009. This was the initiative to help municipalities that got disclaimers and qualified reports/audits from the National Treasury to get clean audits by 2014. The province of KwaZulu-Natal took it upon itself, through the Department of Cooperative Governance and Traditional Affairs under the leadership of Member of the Executive Committee (MEC), Mrs Nomusa Dube-Ncube, to eliminate negative audit findings in the sphere of local government in keeping with Operation Clean Audit 2014. Municipalities must show speedy and consistent improvement in their audit reports and maintain their improvements.

It is the responsibility of the Department of Cooperative Governance and Traditional Affairs in KwaZulu-Natal to provide a financial support strategy for municipalities that are not doing well with regard to managing their finances. Section 139(1) of the Constitution stipulates that when a municipality cannot, or does not, fulfil an executive obligation in terms of the Constitution or legislation, the relevant provincial executive may intervene by taking any appropriate steps to ensure that obligation, including:

- Issuing a directive to the Municipal Council, describing the extent of the failure to fulfil its obligations and stating any steps required to meet its obligations;
- Assuming responsibility for the relevant obligation in that municipality to the extent necessary; and
- Dissolving the Municipal Council and appointing an administrator until a newly-elected Municipal Council has been declared elected, if exceptional circumstances warrant such a step.

Section 136(2) of the Municipal Finance Management Act (MFMA) stipulates that, if the financial problem has been caused by or resulted in, a failure by the municipality to comply with an executive obligation in terms of the legislation or the Constitution, and the conditions for an intervention in terms of Section 139(1) of the

Constitution are met, the provincial executive must promptly decide whether or not to intervene in the municipality.

The intervention of the Provincial Government through the Department of Cooperative Government and Traditional Affairs has made a positive impact on most municipalities in KwaZulu-Natal. According to Ayele and Chigwata (2012:15), the number of municipalities with unqualified reports with no outstanding matters has increased modestly, from only 3 in 2006/07 to 13 in 2010/2011. Those with unqualified reports but with outstanding matters, have seen a steady growth from 53 to 115, representing an approximate increase of 54.

The municipal performance report for the period 2012/13 that was issued by the Auditor-General (A-G), Mr Kimi Makwetu, showed an improvement of 5% in the 2011/12 financial year to 9% in the period under review. He was also concerned about four provinces that failed to receive a single clean audit. These provinces include: Eastern Cape, Free State, Limpopo and North-West. The A-G pointed out that the root causes for poor audit outcomes included the slow response by political leadership to address problems already identified in previous years, lack of consequence for poor performance and transgressions, and key officials lacking appropriate competencies (Sowetan, 2014:7). The KwaZulu-Natal (KZN) province managed to get seven clean audits for the following municipalities: Uthungulu, Msinga, Ntambanana, Okhahlamba, Ubuhlebezwe, uMhlathuze and uMzimkhulu. The negative side of the A-G's report cited the fact that the KZN province led the way in contract nepotism by awarding tenders worth R90.5 million to relatives (City Press, 2014:7).

#### **2.8.4 Training of councillors**

The new democratic dispensation in South Africa, especially at local government, level requires that both administrative and political office bearers should be competent to fulfil their responsibilities. It is for this reason, that councillors should be equipped with the necessary skills and knowledge in order to render effective and efficient service to the communities they serve. Makhubedu-Mametja and Bauer (2003:372) maintain that training can help make councillors competent in their jobs and therefore contributes towards effective government. To ensure

effective government, municipal councillors should promote transparency and establish and maintain a culture of public accountability. Councillors should display a sense of responsibility when performing their duties, thus, their conduct should be above reproach so that they will be able to account for their acts in public (Gildenhuys, in Makhubedu-Mametja and Bauer, 2003:371). To ensure effective government, municipal councillors should promote transparency and establish and maintain a culture of public accountability.

Competent councillors are:

- Consensus builders;
- Political entrepreneurs; and
- Global change agents (Vogelsang-Coombs in Makhubedu-Mametja and Bauer, 2003:372).

The South African Local Government Association (SALGA) mandate is to assist local government on issues of transforming local government; training of councillors is one facet. A Handbook for Municipal Councillors (Councillor Induction) was produced in 2011. Based on this handbook, councillors are trained on the following aspects:

- Systems and structures of local government including:
- The legislative framework;
- Functions of key structures and office of councils;
- Key municipal processes;
- Municipal integrated development planning;
- The role of local government in economic development;
- Municipal finance;
- Performance management;
- Public participation and citizen involvement; and
- Meeting procedures ([www.salga.org.za](http://www.salga.org.za)).

It is believed that councillors will perform much better once they have been equipped with relevant skills and knowledge for effective service delivery.

### **2.8.5 Development of municipal managers and other managers**

The appointed officials are at the forefront of service delivery and it is crucial for them to be knowledgeable on matters affecting the municipality. Their presence is to assist the municipality in fulfilling the municipality's objectives as outlined in the Integrated Development Plan. The Municipal Manager, as the head or an accounting officer is solely responsible for the effective and efficient functioning of the municipality under his/her command. In terms of the MFMA: Municipal Regulations on Minimum Competency Levels, all senior managers of municipalities and municipal entities must generally have skills, experience and capacity to assume and fulfil the necessary responsibilities and also exercise the functions and powers assigned in terms of the Act to that senior manager. Section 7 of the Act states that a senior manager of a municipality must comply with the minimum competency levels required for a higher education qualification, work-related experience, core managerial and competencies and be competent in the unit standards prescribed for financial and supply chain management competency areas. These minimum competency levels are:

**Table 1: Minimum Competency Levels for Senior Managers**

Description	a) All municipalities with an annual budget of a value below R500 million; and b) All municipal entities of a parent municipality with an annual value below R500 million	a) All municipalities with annual budgets of a value equal to or above R500 million; and b) All municipal entities of a parent municipality with an annual budget of a value equal to or above R500 million
Higher Education Qualification	At least NQF Level 6 in a field relevant to the senior management position or Certificate in Municipal Financial Management (SAQA Qualification ID No 48965)	At least NQF Level 7 in a field relevant to the senior management position
Work-Related Experience	Minimum of 5 years at middle management	Minimum of 7 years at senior and middle management level, of which at least 2 years must be at senior management level
Core Managerial and Occupational Competencies	As described in performance regulations	As described in performance regulations
<b>Financial and Supply Chain Management Competency Areas</b>	<b>Required Minimum Competency Level in Unit Standards</b>	<b>Required Minimum Competency Level in Unit Standards</b>
Strategic leadership and management	116358; 116361	116358; 116361
Operational financial management	119341; 19331; 116364	119341; 119331; 116364
Governance, ethics and values in financial management	163431	116343
Financial and performance reporting	116363; 119350; 119348; 116341	119341; 119350; 119348; 116341
Risk and change management	116339	116339
Project management	119343	119343
Legislation, policy and implementation	119334; 116361	119334; 116361
Supply chain management	116353	116353
Audit and assurance	116351	116351

Source: National Treasury MFMA. No. 29967 (2007:13)

The assessment of all administrative municipal officials is crucial for effective and efficient service delivery. The Municipal Manager of a municipality must ensure that competencies of all financial and supply chain management officials are assessed in terms of the municipality's performance management system. The assessment needs to be done in order to identify and address gaps in competency levels of those officials. The assessments of municipal officials should be done on a continuous basis and improvement plans be devised to assist those who do not meet the required standards as outlined in their performance agreement contracts.

### **2.8.6 Back to Basics**

The Office of the Premier in KwaZulu-Natal and the MEC for Cooperative Government and Traditional Affairs, Mrs Nomusa Dube-Ncube, on the 17 February 2016 in Pietermaritzburg, launched a wide-ranging "Back to Basics" programme aimed at rekindling the spirit of effective service delivery, efficient administration and clean governance in the province's 61 municipalities. The MEC articulated the responsibility of local government in improving the lives of the people. She stressed the fact that "too much has gone wrong with our municipalities; service delivery protests, interruptions in the delivery of water and electricity, political infighting and a sense of indifference and neglect. It is clear that somewhere along the way, we have lost the drive to do things as we should. It is high time to get back to basics and rekindle the spirit of service delivery we promised to our municipal residents when we introduced the current system of local government" ([www.kzncogta.gov.za](http://www.kzncogta.gov.za)).

The programme requires municipalities to be vigilant and decisive in addressing the issues of the community; in particular, speeding up service delivery backlogs. The assumption is that if service delivery backlogs are addressed, the lives of the people will change for the better and they will get value for their money. The five pillars of the "Back to Basics" programme are to:

- Put the people and their concerns first and ensure constant contact with communities through effective participation platforms;

- Create conditions for decent living by consistently delivering municipal services to the right quality and standards;
- Be well governed and demonstrate good governance and administration by cutting wastage, spending public monies prudently, hiring competent staff, ensuring transparency and accountability;
- Ensure sound financial management and accounting and prudently manage resources so as to deliver services sustainably and bring development to communities; and
- Build and maintain sound institutional and administrative capabilities, administered and managed by dedicated and skilled personnel at all levels ([www.kzncogta.gov.za](http://www.kzncogta.gov.za)).

It can be deduced from these five points that the emphasis of this programme is on the effective, efficient and smooth functioning of municipalities in fulfilling their political mandate as enshrined in the constitution. This can only be achieved if there is going to be cooperation, dedication and commitment from both the political and administrative officials at all levels.

### **2.8.7 Client/Community Quality Surveys**

Administrative and political office bearers have a responsibility for providing quality service to its clients. Local authorities, because of their being closer to the communities they serve pose a huge challenge for quality service delivery. Morgan and Murgatroyd (in Draai, 2012: 488) are of the view that service quality is value-based in that it is, inter alia, the expectation that the client holds of services which includes the following aspects:

- What the client is entitled to in respect of legislative prescripts and defined in service charters.
- What the clients wants, and
- How the client expects to receive the service in an era of innovation and technological advancement and is entitled to in terms of legislative provisions.

A survey is used to assess the performance of municipal services based on client experience. The survey or questionnaire can shed light on the constraints clients face in assessing public services, their views about the quality and adequacy of services, and the responsiveness of municipal officials ([www.regional.gov.au](http://www.regional.gov.au)). Rashid (1999:78) believes that a survey is a market research technique which helps to evaluate the experience of service users who contact local authorities by telephone or in person. These surveys are usually conducted by the municipality using consultants, who are knowledgeable on research methods. Mafunisa (2004: 297) believes that surveys of service clients provide a far more representative picture of citizen satisfaction and perceptions than do complaints. A citizen survey can be deemed a controlled way to make use of eyes, ears and opinions of a large number of people without having to pay for their assistance. Consistent service quality and the aspiration by public officials for service excellence that exceeds expectations will lead to confidence in local government. On the other hand, people will tell a survey interviewer if they have been the victims of crime, irresponsible municipal officials, whether they have sufficient recreational facilities and whether they feel their neighbourhoods are or are not safe and clean.

## **2.9 CONCLUSION**

The chapter explained the legislative framework that governs local government. It also interrogated the mechanisms that have been introduced by the national government to improve service delivery at local government level. The chapter also explained the role of the SCOPA and the role that traditional leadership is required to play in their locality in relation to service delivery. The next chapter will deal with the role of major stakeholders for improving service delivery.

## CHAPTER THREE

### THE ROLE OF MAJOR STAKEHOLDERS FOR IMPROVING SERVICE DELIVERY

#### 3.1 INTRODUCTION

This chapter discusses the role of major stakeholders, both internal and external, with regard to greater participation and improved service delivery at the eDumbe Municipality. The public is required to share in making development plans at the formative stage, rather than after officials have become committed to particular choices. The objectives for citizen and other stakeholders are to provide information to citizens and other stakeholders, get information from and about citizens, improve public decisions, programmes, projects and services, enhance acceptance of public decisions and alter political power patterns and resources allocation (Bekker in Bekker, 1996:45). In order for the municipalities to fulfil their political obligations, they have to communicate, collaborate and interact with various stakeholders, both internally and externally. Venter (in Van der Waldt, 2014:88) highlights the view that experience has shown that active participation by all actors is key to uplifting and improving the social fabric of communities.

It is important to view municipalities as an open system that can be fully understood only by analysing its part in the context of the whole, when attention is shifted from objects to the networks of relationships and interaction among objects. According to Venter (in Van der Waldt, 2014:90), municipalities, as a special class of open system have properties of their own, but they share other properties in common with all open systems. These include:

- The transformation of energy from the environment;
- The through-put or transformation of the imported energy into some product form that is characteristic of the system;
- The exporting of that product into the environment; and
- The re-energising of the system from sources in the environment.

Municipalities, as open systems should have vertical and horizontal governance relations. Venter (in Van der Waldt, 2014:90) maintains that vertical governance relations by municipalities is realised when municipalities engage upward with higher tiers of government and various state agencies, and downwards with the local communities. Horizontally, municipalities must engage with other municipalities, local agencies of national ministries, the private sector and civil society organisations, but most importantly, engaging with its citizenry.

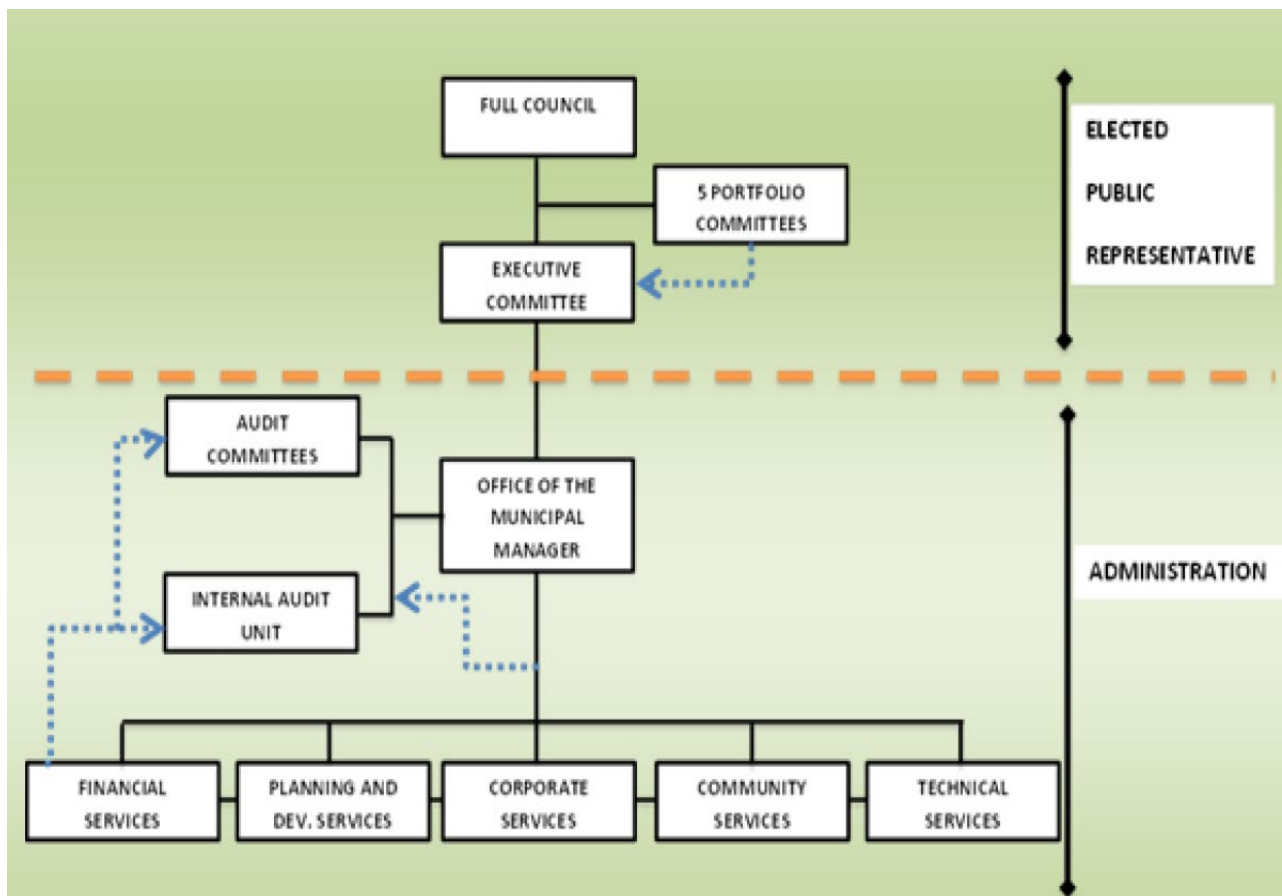
### **3.2 FACTORS CONTRIBUTING TO EFFICIENCY AND EFFECTIVENESS**

According to the Comprehensive Assessment of Local Government in KwaZulu-Natal, legislative non-compliance, corruption, incompetence, lack of capacity and poor financial management were identified as key factors that contributed to the poor performance of municipalities (DCGTA in Govender and Penceliah, 2011:15). Over the past two years a great deal has been done by the municipalities to improve efficiency and effectiveness with regard to basic service delivery. A number of factors contribute to efficiency and effectiveness at local government level. These factors are:

#### **3.2.1 Internal organizational arrangements**

For the smooth functioning of the municipality, there should be internal structures and functionaries for elected councillors. These internal structures are to be created for transparency and for political oversight by councillors and members of the community. These structures include the following: administrative officials, political office bearers and structures, for example, executive committees, executive mayor, speaker, party whips and ward committees.

## Organisational Chart (eDumbe Municipality) Figure 4:



Source: eDumbe IDP: 2012-13 and 2016-17

The internal organizational structure of most organizations is based primarily in the arrangement and grouping of personnel to accomplish tasks. A strongly hierarchical structure, for instance, is characterized by "ranks" in which superiors direct the actions of their subordinates toward the goals of the organization. Individuals of higher rank supervise and assign tasks to their subordinates. This structure supports the primary manner in which tasks that ultimately contribute to the goals of the organisation are accomplished. According to Hanekom et al. (in Mafunisa, 2004:293), the following factors are considered as critical for efficiency and effectiveness in municipalities:

- Delegation of functions;
- Structure creation;
- Determination of authority;
- Co-ordination;
- Centralisation and decentralisation;

- Span of control;
- Channels of communication; and
- Preservation of unity of authority.

According to Van der Waldt (2017:1690), the Municipal Manager acts as administrative head of the municipality. The Municipal Manager and senior officials play an important role in providing leadership for administrative action through the promotion of new attitudes and approaches, and managing the implementation of programmes and policies. The heads of other units such as corporate, finance, community services, engineering and customer care must report to the Municipal Manager on a regular basis. The Municipal Manager must ensure that resources such as equipment, infrastructure, staff and finance, are effectively utilised to render services to the community. On the other hand, political representatives are elected based on their leadership role and popularity within the community. Once elected, they should strive to cater for the needs of the community that elected them into power.

It is imperative that municipal employees be provided with training on how best to utilise the internal arrangements to promote efficiency and effectiveness for the municipality.

### **3.2.2 A Service Charter or Service Delivery Agreement**

President Zuma's administration of 2009 came up with innovative methods of improving service delivery to the citizens of South Africa in general. This gave rise to the signing of service delivery agreements, with specific outcomes and within all government departments including local government. Government has agreed on 12 outcomes as a key focus of work between 2009 and 2014. Each outcome has a limited number of measurable outputs with targets. Each of the 12 outcomes has a delivery agreement which involves all spheres of government and a range of partners outside government. Combined, these agreements reflect governments delivery and implementation plans for its priorities for 2014 (Presidency, 2010:4). Outcome 9 for local government emphasizes a responsive, accountable, effective and efficient local government system.

At a local level, the municipality must enter into a service agreement with all its clients, and it should specify levels of service quality that can be expected. According to Draai (2012:489), service delivery is the overt commitment from government of its performance levels appropriate to the specified service, as well as the commitment to continuously improve services and bring about innovation where necessary and achievable. These service standards should specify that service quality is observable, achievable, measurable and desirable.

Carper and Krause (in Draai, 2012:490) believe that the organisational reputation and image is defined in terms of the history of the municipality and in terms of the past service quality levels experienced, perceived and conveyed by the media, as well as by word of mouth, which may be positive or negative. The image and reputation is further tarnished by such aspects as maladministration and corruption.

### **3.2.3 Client/Community Quality Surveys**

Administrative and political office bearers have a responsibility of providing quality service to their clients. Local authorities, because of being closer to the communities they serve, pose a huge challenge on quality service delivery. Morgan and Murgatroyd (in Draai, 2012: 488) are of the view that service quality is value based in that it depends on the expectation that the client holds of services which includes the following aspects:

- What the client is entitled to in respect of legislative prescripts and defined in service charters;
- What the clients wants, and
- How the client expects to receive the service in an era of innovation and technological advancement and is entitled to in terms of legislative provisions.

A survey is used to assess the performance of municipal services based on client experience. The survey or questionnaire can shed light on the constraints clients face in assessing public services, their views about the quality and adequacy of services, and the responsiveness of municipal officials ([www.regional.gov.au](http://www.regional.gov.au)).

Rashid (1999:78) states that a survey is a market research technique which helps to evaluate the experience of service users who contact local authorities by telephone or in person. These surveys are usually conducted by the municipality using consultants who are knowledgeable about research methods.

Mafunisa (2004:297) argues that surveys of serviced clients provide a far more representative picture of citizen satisfaction and perceptions than do complaints. A citizen survey can be deemed a controlled way to make use of eyes, ears and opinions of a large number of people without having to pay for their assistance. Consistent service quality and the aspiration of public officials for service excellence that exceeds expectations will lead to confidence in local government. On the other hand, people will tell a survey interviewer if they have been the victims of crimes, irresponsive municipal officials, whether they have sufficient recreational facilities and whether they feel their neighbourhoods are safe and clean.

### **3.2.4 Community participation for performance improvement**

Communities are major role-players in the functioning and service delivery chain in local government. The ward participatory system allows for matters of local concern to be addressed by committees established for wards. This gives residents a more direct voice in the governance of their neighbourhood. It enhances participatory democracy in local government by providing a vehicle for local communities to make their views and needs known to the municipal council. This means that the municipality must create conditions conducive for effective participation to take place. Section 16(1)(c) of the Local Government: Municipal Systems Act of 2000, states that the municipality must use its resources, and annually allocate funds in its budget, as may be appropriate for the purpose of implementing community participation and contributing to capacity-building. Chapter 4 of the Local Government: Municipal Systems Act of 2000 details the procedures municipalities must adopt to promote community involvement.

Factors influencing participation of communities include: general knowledge of people regarding local government affairs, including existing policies and by-laws, as well as its bureaucratic structures and processes; general knowledge regarding

the values and governance ethos of local government; the attitude of councillors and municipal officials regarding community participation; and the degree of organisation and participation such as mechanisms, policies and procedures, as well as the availability of adequate resources to support participation (Van der Waldt, 2017:172).

Barichiery, Piper and Parker (2005:375) suggest the following mechanisms and procedures for community participation; these include the receipt, processing and consideration of petitions and complaints lodged by members of the local community, notification and public comment procedures, when appropriate, public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, and, when appropriate, consultative sessions with locally recognised-community organisations including, where appropriate, traditional authorities, and report-backs to the local community. According to Andoh (2011:127), local government performance is integrated into all aspects of a municipality's management and policy making process. A municipality provides services and manages programmes to improve the well-being of the communities it serves. This, in turn, creates a relationship between the municipality and the community as the major stakeholders.

Stakeholder or community engagement is critical in fostering participatory democracy at local government level. Community engagement in the affairs of locality has the following advantages:

- Improving the quality of policy interventions by allowing local government to tap into wider information and knowledge systems, perspectives, and potential solutions in order to meet community challenges;
- Meeting the challenges of the emerging information society, to prepare for greater and faster interactions with citizens;
- Integrating community input into the policy-making process, in order to respond to the community's expectations so that their voices be heard and considered;
- Becoming more transparent and accountable in the face of increasing public and media scrutiny of municipal actions and inactions; and
- Strengthening community trust in government and reversing the low voter

turnout trends in local elections and declining confidence in municipalities (Van der Waldt, 2017:172).

As much as community engagement is critical in the functioning of the municipality, there are limitations that need to be taken into account. These limitations are:

- Responsibility for action pertaining to public matters must remain with political representatives. The formulation of proposals to be put to the municipal council requires professional skills that must be provided by appointed officials which members of the community might not possess;
- In some areas such as fiscal policy making and development planning, community participation could interfere with the process of local government;
- Community participation could slow down policy making, with the result that service delivery is also slowed down because of the different views (disagreements) and opinions put forward by members of the community; and lastly
- Accountability could be decreased when too much emphasis is put on community participation (Van der Waldt, 2017:172).

As much as there are limitations to community engagement Section 18(1)(b) of the Local Government: Municipal Systems Act of 2000 imposes on municipalities the duty to inform the communities about the matters in which communication is encouraged. It is then suggested that municipalities compile a Citizen's Participation Charter on all the issues it wishes the community to become involved in. In terms of section 16(2) of the Local Government: Municipal Systems Act of 2000, such issues may include:

- The preparation, implementation and review of the municipality's integrated development plan;
- The establishment, implementation and review of the municipality's performance management system;
- The monitoring and review of the municipality's performance, including the outcomes and impact of such performance;
- The preparation of the municipal budget; and

- Strategic decisions relating to the provision of municipal services in terms of Chapter 8 of the Local Government: Municipal Systems Act of 2000.

In terms of the Local Government Municipal Planning and Performance Management Regulations, 2001 (Government Gazette No. 22605), monitoring, measurement and review of performance must be done after consultation with the community to develop and implement mechanisms, systems and processes in respect of key performance indicators and performance targets. The effectiveness of participation may be found in the ability, through participation, to evaluate and scrutinize; this in turn, leads to a virtuous circle of accountability, responsiveness and efficient and effective performance (Lankina, in Andoh, 2011:128).

Govender and Penceliah (2011:14) believe that the episodes of protests in some municipalities indicate that consultations with the local communities is either not effective or is not happening at all. This can be attributed to, among other things to the lack of a unified monitoring and evaluation system. Evaluation on the basis of outcomes by the community helps to better understand which programmes target and reach the poor. The inadequate utilisation of outcomes information to improve performance and programme management creates a performance gap, according to Andoh (2011:126). He also maintains that, to make meaningful contributions to improving municipal performance, communities require knowledge, organisation, capacity building and willingness of the municipality to engage and facilitate such participation. As a way of facilitating and improving community participation, ward committees can be utilised.

### **3.3 INTERNAL ROLE PLAYERS**

Internal role players, with regard to service delivery include the following: Municipal Manager and other managers, mayor, councillors, executive committee and administrative officials.

### 3.3.1 The Municipal Manager and other managers

The Municipal Manager is the accounting officer of the municipality in terms of the Local Government: Municipal Finance Management Act of 2003 and he/she is accountable to the council for the functioning of the municipality. On the other hand, the Municipal Manager acts as an advisor to the council on matters of administration. In terms of the Local Government: Municipal Systems Act of 2000, the municipal manager has, *inter alia*, the following powers and responsibilities with regard to the financial administration of the municipality. In terms of the Local Government: Municipal Finance Management Act of 2003, the Municipal Manager must ensure that:

- Full and proper records of the financial affairs of the municipality are kept in accordance with any prescribed norms and standards.
- The municipality maintains effective, efficient and transparent financial systems that provide for financial and risk management and internal control.
- Unauthorised, irregular or fruitless and wasteful expenditure and other losses are prevented.
- Disciplinary or, when appropriate, criminal proceedings are instituted against any official of the municipality who has allegedly committed an act of financial misconduct or an offence in relation to financial mismanagement; and
- The municipality implements a tariff policy and a rates policy as may be required in terms of any applicable national legislation (Moeti, 2014:160).

In terms of Section 57 of the Local Government: Municipal Systems Act of 2000, other managers that are appointed on performance contracts by the municipality are accountable to the Municipal Manager for the performance of their duties in terms of their performance contracts.

### **3.3.2 The Chief Financial Officer (CFO)**

Fourie and Opperman (2011:108) maintain that the chief financial officer of the municipality must advise senior managers and other officials about the exercise of the powers and duties delegated to them in terms of Section 79 of the Local Government: Municipal Finance Management Act of 2003. The chief financial officer must perform budgeting functions, accounting, analysis, financial reporting, cash management, debt management, supply chain management, financial management, review and other duties in terms of the Local Government: Municipal Finance Management Act of 2003. The following functions are delegated to the chief financial officer by the Act in terms of Section 81(1) of the Local Government: Municipal Finance Management Act of 2003:

- An official in the budget and treasury office;
- The holder of a specific post in that office;
- Any other official in the municipality, but with the concurrence of the accounting officer; and
- Any person contracted by the municipality for the work of the budget and treasury office.

The chief financial officer must satisfy himself or herself that effective systems and procedures are in place to ensure control and accountability (Fourie and Opperman, 2011:108). The chief financial officer is accountable to the accounting officer for the performance of his or her duties in terms of the Local Government: Municipal Finance Management Act of 2003.

### **3.3.3 The heads of departments**

According to Moeti (2014:161), municipalities organise themselves into departments for more effective service delivery. These departments are managed by appointed officials who are accountable to the Municipal Manager. Each senior manager of a municipality and each official of a municipality exercising financial management responsibilities must take all reasonable steps within their respective areas of responsibility to ensure that the work of the municipality is carried out

diligently, effectively, efficiently, economically and transparently. In so doing, the heads of departments must ensure that:

- There is a system of financial management and internal control established for the entity and that its work is carried out diligently;
- The financial and other resources of the municipality are utilised effectively, efficiently, economically and transparently;
- All revenue due to the municipality is collected;
- Any unauthorised, irregular or fruitless and wasteful expenditure and any other losses are prevented;
- The assets and liabilities of the municipality are managed effectively and the assets are safeguarded and maintained;
- All information required by the accounting officer for compliance with the provisions of legislation is timeously submitted to the accounting officer;
- The provisions of legislation to the extent applicable to the senior manager or official, including any delegations in terms of Section 79 of the Local Government: Municipal Finance Management Act of 2003, are complied with; and
- He or she performs the functions referred to in terms of relevant legislation subject to the directions of the accounting officer of the municipality (Moeti, 2014:162).

### **3.4 MUNICIPAL ADMINISTRATION: VALUES AND PRINCIPLES**

Fourie and Opperman (2011:38) maintain that the Municipal Manager must ensure that the administration of the municipality is responsive to the needs of the local community; facilitates a culture of public service and accountability among its staff; takes measure to prevent corruption; establishes clear relationships and facilitates cooperation and communication between the municipality and the local community; gives members of the local community full and accurate information about the level and standard of municipal services that they are to receive and informs the local community of how the municipality is managed.

Craythorne (2003:122) states that the law lays down requirements for the purpose and structure of a municipality's administration by placing a duty on a municipality, within its administrative and financial capacity, to establish and organise its administration in such a manner as to enable the municipality to do the following:

- Facilitate a culture of public service and accountability amongst its staff.
- Ensure that its political structures, political office bearers and managers, and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's IDP.
- Organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances.
- Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms.
- Hold the Municipal Manager accountable for the overall performance of the administration.
- Maximise efficiency of communication and decision making within the administration.
- Involve staff in management decisions as far as possible; and
- Provide an equitable, fair, open and non-discriminatory working environment (Craythorne, 2003: 123).

The Municipal Manager of the municipality must ensure that the municipality's administration is governed by the democratic values and principles enshrined in section 195(1) of the Constitution of the Republic of South Africa of 1996.

### **3.4.1 Publication of by-laws and general information**

In terms of Section 13 of the Local Government: Municipal Systems Act of 2000, a by-law passed by a municipal council must be published promptly in the Provincial Gazette, and when feasible, also in the local newspaper or in any practical way to bring the contents of the by-law to the attention of the local community. It takes effect when published or on a future date determined in or in terms of the by-law.

The council is required to adopt and publicise by-laws to give effect to certain of its policies: its tariff policy in terms of Section 75(1) of the Local Government: Municipal Systems Act of 2000, its credit control and debt collection policy in terms of Section 98(1) of the Local Government: Municipal Systems Act of 2000 and its rates policy. The main aim of publicising by-laws is to make citizens aware of the approved or passed policies that will affect their lives within the jurisdiction of the municipality.

### **3.4.2 The Office of the Mayor**

According to Moeti (2014:160), each municipality has a mayor who is the political head of the municipality depending on the category and type of municipality. There are municipalities that, in terms of their establishment category, have executive mayors and there are those that have a mayor without an executive mandate. The mayor of a municipality must provide general political guidance over the fiscal and financial affairs of the municipality. Section 48 of the Local Government: Municipal Structures Act of 1998 requires the municipal council to elect a mayor and a deputy mayor from the members of the executive committee and, with the approval of the MEC for local government. The mayor and a deputy mayor serve the term of the executive committee and they may not be elected for more than two terms. According to Van der Waldt (2017:167), the functions of the mayor and the executive mayor are as follows:

- Identifying the needs of the municipality;
- Reviewing and evaluating the identified needs in order of priority;
- Recommending to the council, strategies, programmes and services for addressing the priority needs through the Integrated Development Plan and estimates of revenue and expenditure;
- Recommending or determining the best method, including partnerships and other approaches, for delivering those strategies, programmes and services to the maximum benefit of the community;
- Ensuring that the performance of council can be measured by key

performance indicators that are developed for this purpose;

- Monitoring the management of the municipality's administration in accordance with the policy directions of the municipal council;
- Performing such duties and exercising such powers as the council may delegate to him or her;
- Annually reporting on the involvement of communities and community organisations in the affairs of the municipality;
- Ensuring that public views are taken into consideration and reporting on the effect of consultation on the decisions of the council;
- Reporting to the municipal council on all decisions taken by him or her; and
- Performing a ceremonial role as determined by the council (Van der Waldt, 2017:167).

In terms of the Local Government: Municipal Structures Act of 1998 and the Local Government: Municipal Systems Act of 2000, a mayor is responsible for service delivery for the municipality. A mayor is therefore responsible for these functions covered by Sections 56(2) of the executive mayor which are:

- To identify the needs of the municipality;
- To review and evaluate those needs in order of priority;
- To recommend to the municipal council strategies, programmes and service to address priority needs through the integrated development plan, and th estimates of revenue and expenditure, taking into account any applicable national and provincial development plans; and
- To recommend or determine the best way, including partnership and other approaches, to deliver those strategies, programmes and services to the maximum benefit of the community.

In the performance of his or her duties, the executive mayor must:

- Identify and develop criteria in terms of which progress in the implementation of the strategies, programmes and services can be evaluated;
- Evaluate progress against the key performance indicators;
- Review the performance of the municipality in order to improve
  - The economy, efficiency and effectiveness of the municipality

- The efficiency of credit control, revenue and debt collection services;
- The implementation of the municipality's bylaws;
- Monitor the management of the municipality's administration in accordance with the directions of the municipal council;
- Oversee the provision of services to communities in the municipality in a sustainable manner;
- Annually report on the involvement of communities and community organisations in the affairs of the municipality; and
- Ensure that attention is given to public views and report on the effect of consultation on the decisions of the council.

The executive mayor does not perform these functions alone. Some of these functions are delegated to the deputy mayor and senior managers of the municipality, especially the Municipal Manager.

### **3.4.3 Mayoral committees**

The Local Government: Municipal Structures Act of 1998 stipulates that if the council has more than nine members, the executive mayor must appoint a mayoral committee from among the councillors to assist him or her, and he or she may delegate specific responsibilities (portfolios) to each member of the committee. He or she may delegate any of his or her powers to the representative members, and he or she may dismiss a member of the mayoral committee.

Van der Waldt (2017:168) maintains that the members of the mayoral committee are assigned to specific departments such as: corporate services, financial services, community services, engineering and strategic services and customer care. Each mayoral committee member assigned to a specific portfolio will be a political head of that particular department. Members of the mayoral committee are then responsible for the effective and efficient administration of these departments and work in close collaboration with the administrative head of the respective department. The mayoral committee should also participate in the integrated development planning and budgetary processes of the directorate and oversee the implementation of the IDP and budget projects of the respective directorate (Van der Waldt, 2017:168).

#### **3.4.4 Party whips**

According to Van der Waldt (2017:169), each party has its own whip and, the whip of the majority party in council is the chief whip. The whips are elected from councillors in the municipal council. The whips perform these functions: facilitate communication with the political parties; ensure compliance by party member councillors with the Rules of Order and the Code of Conduct; assist in the management of council meetings and play a supervisory role in ensuring the fairness of procedures.

In fulfilling their role (whips and councillors) must be accountable to local communities and report back to their communities on council matters at least four times a year. In taking decisions, councillors and political structures are often dependent on the advice of municipal managers. These managers are career officials and should be specialists in particular fields with regard to the administration of the municipality. The relationship between political office bearers and municipal managers is critical in order to ensure decisions are in the best interest of local communities (Van der Waldt, 2017:168).

#### **3.4.5 The Office of the Speaker**

The position of the speaker was introduced in terms of the Local Government: Municipal Structures Act of 1998, and municipal councils are conferred with both legislative and executive authority. According to Van der Waldt (2017:168), the legislative and executive authority takes place between the speaker and the executive committee. The council is required to elect the speaker among the councillors whose function would be: chairing the meetings of council, ensuring that order is maintained during council meetings (subject to the rules of Order), and making sure that councillors act within the provisions of their Code of Conduct. Van der Waldt (2014:85) maintains that the core objectives of the Office of the Speaker are:

- To arrange, facilitate and monitor council meetings;
- To facilitate, coordinate and monitor the development of and adherence to

policy by means of the Local Government: Municipal Structures Act of 1998, Section 79, and portfolio committees;

- To facilitate and coordinate the establishment of ward committees in order to enhance public participation and the integration of communities, and to reach common objectives and goals;
- To provide administrative, legal and secretarial support to the Speaker; and
- To provide administrative support and advice to councillors with regard to the performance of their functions.

### **3.4.6 The Executive Committee (EXCO)**

In terms of section 43 of the Local Government: Municipal Systems Act of 1998, an executive committee consists of 20% of the councillors or 10 councillors, whichever is the least, and may not have less than 3 members. The members elected to the executive committee must represent the parties and interests represented in the municipal council. The executive committee receives reports from other committees for consideration in terms of the delegated powers and has to submit those reports, with recommendations, to the full council. The powers and functions of the executive committee, as outlined by Van der Waldt (2014:62), are as follows:

- To identify and prioritise the needs of the municipality;
- To recommend strategies, programmes and services to address the priority needs through the IDP and the budget; and
- To recommend and determine the best methods, including partnerships and other approaches, to deliver those strategies, programmes and services to the maximum benefit of the community.

Section 44(g) of the Local Government: Municipal Systems Act of 1998 requires the executive committee to report annually on the involvement of the community organisations in the affairs of the municipality. The municipal council has legislative and executive powers and may delegate executive powers to the executive mayor as an individual executive authority, or to the executive committee, which is a collective executive authority. In terms of Section 43 of the Local Government:

Municipal Systems Act of 2000, an executive committee consists of 20% of the councillors or 10 councillors, whichever is the least, and may not have less than 3 members. The members elected to the executive committee must represent the parties and interests represented in the municipal council. The executive committee receives reports from other committees for consideration in terms of the delegated powers and submits those reports with recommendations to the full council. The powers and functions of the executive committee as outlined by Van der Waldt (2014:62) are as follows:

- To identify and prioritise the needs of the municipality;
- To recommend strategies, programmes and services to address the priority needs through the IDP and the budget; and
- To recommend and determine the best methods, including partnerships and other approaches, to deliver those strategies, programmes and services to the maximum benefit of the community.
- Ensuring that the performance of the council can be measured by performance indicators that are developed for this purpose;
- Monitoring the management of the municipality's administration in accordance with the policy directions of the municipal council;
- Performing such duties and exercising such powers as the council may delegate to it;
- Ensuring that public views are taken into consideration, and reporting on the effect of consultation on the decisions of the council; and
- Reporting to the municipal council in all decisions taken by the committee (Van der Waldt, in Landsberg and Graham, 2017:166).

Section 44(g) of the Local Government: Municipal Systems Act of 1998 requires the executive committee to report annually on the involvement of the community organisations in the affairs of the municipality.

### **3.4.7 The Councillors**

Councillors are elected representatives of the people in the municipal council. They are elected from the voters' roll of their respective political parties. Councillors are expected to work with the community to improve the lives of the community and improve service delivery in the wards. A councillor or councillors are individually and collectively accountable to the Speaker and the full council on matters of service delivery to their respective wards. If the community feels that the councillor is not doing what he/she has been elected to do, that is of bringing development and service delivery, members of the community can then approach the mayor to lodge a complaint. The Local Government: Municipal Structures Act of 1998 gives councillors the roles of:

- Identifying and prioritising the needs of communities living within a specific municipal area;
- Developing strategies and programmes to address their community's needs, taking into account the financial and economic implications of the proposed service;
- Determining the methods/mechanisms for delivering services; and
- Developing criteria for evaluating performance in service delivery (Venter, 2014:96).

In performing these roles, councillors should consult with communities, officials, local businesses, community-based organisations, residents and other role players. According to Craythorne (2003:101), a councillor must perform the functions of the office in good faith, honestly and in a transparent manner, and at all times act in the best interest of the municipality and in such a way that the credibility and integrity of the municipality is not compromised.

### **3.4.8 Ward Committees**

The establishment of ward committees is provided for in Chapter 4 of the Local Government: Municipal Structures Act of 1998. According to the Municipal Structures Act, ward committees could be established in each ward of a Category A

or Category B municipality. Other key aspects of legislations include the Local Government: Municipal Systems Act of 2000, which requires of municipalities to establish appropriate mechanisms and procedures to enable community participation in municipal affairs, and the Municipal Planning and Performance Regulations (2001), which reinforces the provision for community participation of the Local Government: Municipal Systems Act of 2000, but beyond that, it also adjures municipalities to establish alternative forums where no municipal structures for community/public participation exist. These forums are expected to be representative and enhance community participation in IDP processes. Ward committees exist to ensure participation in local government and as such are key mechanisms for communication with the community (Van der Waldt, 2017:172). According to the Local Government: Municipal Structures Act of 1998, the objective of ward committees is to enhance participatory democracy in local government. A municipality needs to define ward committee functions in terms of the broad purpose and suggested focus of citizen's participation and accountable local governance.

In terms of Section 8(c) and 9(b) of the Local Government: Municipal Structures Act of 1998, only metropolitan and local municipalities may have ward committees. Ward committees are established to enhance participatory democracy in the municipality. Ward committees are instituted for each ward and consist of a ward councillor and not more than 10 other persons from the specific ward. Van der Waldt (2014:63) emphasises the fact that when ward committees are elected, women must be equally represented, while diversity of interests represented in the council must be taken into account.

Section 74 of the Local Government: Municipal Structures Act of 1998 stipulates that a ward committee may make recommendations on any matter affecting its ward to the ward councillor, or through the ward councillors to the metro or local council, executive committee, executive mayor or the relevant metro sub-council. Van der Waldt (2017:173) maintains that international experience has shown that the most effective city governments are the ones that engage with civil society, are open, accessible and active, with civic voluntarism thoroughly intertwined with their governance activities.

## **3.5 THE ADMINISTRATIVE OFFICIALS**

All appointed administrative officials are there to help the municipality in achieving its political objective that is of providing basic services to the community thus improving community lives for the better. In the performance of their duties, administrative officials are accountable to their respective supervisors and managers; managers are then accountable to the municipal manager.

### **3.5.1 Audit Committees**

Fourie and Opperman (2011:99) maintain that each municipality and each municipal entity must have an audit committee. This is a requirement that has to be fulfilled by all municipalities in terms of Section 166 of the Local Government: Municipal Finance Management Act of 2003. The audit committee is an independent advisory body which must carry out the following functions:

- Advise the council, the political office bearers, the accounting officer and the management of the municipality on matters relating to internal financial control and internal audits, risk management, accounting policies, the adequacy, reliability and accuracy of financial reporting and information, performance management, compliance with the Local Government: Municipal Finance Management Act of 2003 and the annual Division of Revenue Act.
- Review the annual financial statements to provide the council or, in the case of a municipal entity, the council of a parent municipality and the board of directors of the entity, with an authoritative and credible view of the financial position of the municipality, its efficiency and effectiveness, and its compliance with the Local Government: Municipal Finance Management Act of 2003, the annual Division of Revenue Act and any other applicable legislation.
- Respond to the council on any other issues raised by the Auditor-General in the audit report.

- Carry out such investigations into the financial affairs of the municipality or municipal entity as the council or, in the case of the entity, the council of the parent municipality or the board of directors of the entity, may request.
- Has to have access to the financial records and other relevant information of the municipality, and must liaise with the internal audit unit of the municipality (Fourie and Opperman, 2011:99).

### **3.5.2 Internal audit**

In terms of Section 165(1) of the Local Government: Municipal Finance Management Act of 2003, every municipality and every municipal entity must establish an internal audit unit. The internal audit unit must:

- Prepare a risk-based audit plan and an internal audit programme for each financial year.
- Advise the accounting officer and report to the audit committee on the implementation of the internal audit plan and matters relating to internal audit, internal controls accounting procedures and practices, risk and risk management, performance management, loss control, and compliance with the Local Government: Municipal Finance Management Act of 2003, the Annual Division of Revenue Act and any applicable legislation.
- Perform such other duties as are assigned to it by the accounting officer (Fourie and Opperman, 2011: 102).

### **3.6 EXTERNAL ROLE-PLAYERS**

The Member of the Executive Council (MEC) for finance, MEC for local government, external auditors, Local government Standing Committee on Public Accounts, Non-Governmental Organisations and Community Organisations, South African Local Government Association, Private Businesses, Public Protector and Auditor-General play an important role in the functioning of the municipality.

### **3.6.1 The Member of the Executive Committee (MEC) for finance**

According to Visser and Erasmus (2002:38), the tabling of the budget in parliament is the function and the responsibility of the Minister of Finance whereas in Provinces, the tabling of the provincial budget is the responsibility of the MEC for Finance.

The Municipal Manager of a municipality must ensure that the municipality meets its financial commitments and if it encounters a serious financial problem, the Municipal Manager must seek solutions to the problem and notify the MEC for Co-operative Government and Traditional Affairs and the MEC for Finance. If the municipality is on a recovery plan, the municipal manager must implement the recovery plan, must ensure that all revenues, expenses and budget decisions are taken within the framework of and subject to the limitations of the recovery plan and must report monthly to the MEC for Finance on the implementation of the plan (Fourie and Opperman, 2011: 58).

### **3.6.2 The Department of Co-operative Governance and Traditional Affairs (CoGTA)**

The Intergovernmental Relations Framework Act, No 13 of 2005 is intended to address the difficulties in achieving coordination and alignment amongst the three spheres of government. The Intergovernmental Relations Framework Act creates a framework to support inter-governmental cooperation and coordination as required by the Constitution of the Republic of South Africa of 1996 in its definition of “cooperative governance”. It compels all three spheres of government to participate in the planning processes of the municipalities and in turn allow their own planning processes to be influenced by the municipal IDPs. Municipal IDPs are therefore the centres of planning for both provincial and national programmes in a specific local area. According to Venter (2014:93), the Chief Directorate in the department is responsible for formulating legislation that promotes intergovernmental relations. The primary mandate of the department is to:

- Develop and monitor the implementation of national policy and legislation in

seeking to transform and strengthen institutions of governance in order to fulfil their developmental mandate;

- Develop, promote and monitor mechanisms, systems and structures to enable integrated service delivery within government; and
- Promote sustainable development by providing support to provincial and local governments (SALGA, in Venter, 2014: 93).

### **3.6.3 Provincial Government**

Each province has to develop a province-specific implementation support plan based on Outcome 9 (A responsive, accountable, effective and efficient local government system) in terms of the Millennium Development Goals (MDG) Delivery Agreement, and establish the planning, management and administrative apparatus to fulfil provincial delivery commitments as well as the monitoring and accurate reporting thereof. A key role of the provinces in the implementation of Outcome 9 is to undertake critical support, monitoring, and reporting roles based on their provincial-specific municipal implementation support plan related to the outputs and targets agreed upon. This will include:

1. Alignment with the national government approach and national Delivery Agreement and similarly, undertake the applicable actions at a provincial level. In particular applying and contextualising the delivery agreement to the provincial context by specifying provincial commitments to the national outputs and targets;
2. Allocating more and appropriate resources to the local government function within provinces to bring about
  - Better spending and outcomes in municipalities;
  - Alignment and resource commitments of provincial departments in IDPs;
  - Promotion of sound oversight practices by the municipal council, through training and better oversight;
  - Strengthening the institutional capacity of municipalities by monitoring compliance with local government legislations;

- Strengthening of budgeting, supply chain management and other financial management practices;
3. Strengthening the provision and coordination of capacity support to municipalities by ramping up provincial capacity to monitor and render support to municipalities. Monitoring and reporting on the implementation of targets and activities (Office of the Presidency, 2012: 6).

In certain circumstances, the municipality may fail to fulfil its political obligations to the community. Section 100 and 139 of the Constitution of the Republic of South Africa of 1996 prescribes preconditions for intervention at provincial and local government level:

- Firstly, the national or provincial executive may intervene in a matter and to the extent prescribed by the Constitution (procedural requirements).
- Secondly, the national or provincial executive must give reasons why it intervenes in provincial or local government affairs.

The provincial executive may intervene when a municipality cannot or does not fulfil executive obligations, and that obligation must have been imposed by the Constitution. The provincial executive may take appropriate steps to ensure the fulfilment of the obligation by:

- Issuing a directive to the Municipal Council describing the extent of the failure to fulfil its obligations and stating steps required to fulfil obligations in terms of Section 139(1)(a);
- Assuming responsibility for the relevant obligation in the municipality to the extent required by Section 139(1)(b); and
- Dissolving the Municipal Council and appointing an administrator until the election of a new Council in terms of Section 139(1)(c).

Municipalities are the key delivery partners in the field of implementation. As with the organisational performance management systems, the performance management system of government cascades from Presidency to the smallest municipalities.

### **3.6.4 MEC for local government**

The MEC for local government is a political head of municipalities in the province and is accountable to the Premier and the Provincial legislature for the performance of his or her duties. He or she is responsible for the smooth functioning of municipalities in the province and has to provide advice to the council and the management of municipalities. He or she has to report any financial irregularities or financial misconduct to the provincial legislature. In certain cases, the MEC has to intervene in terms of Section 139 of the Constitution of the Republic of South Africa of 1996 where a municipality has contravened the provisions of the law, either by putting that municipality under administration or sending a team of experts to help that municipality to function effectively.

The Municipal Manager is required to submit a copy of the Integrated Development Plan (IDP), and any subsequent changes to the plan, to the MEC for Cooperative-Government and Traditional Affairs (CoGTA) in the province within 10 days of the adoption or amendment of the plan.

### **3.6.5 South African Local Government Association (SALGA)**

The South African Local Government Association (SALGA) is an autonomous association of municipalities with its mandate derived from the Constitution of the Republic of South Africa. The mandate defines SALGA as the sole voice and representative of local government. SALGA interfaces with parliament, the National Council of Provinces (NCOP), cabinet as well as provincial legislatures. The association is a unitary body with a membership of 278 municipalities, with its national office based in Pretoria and offices in all nine provinces ([www.salga.org.za](http://www.salga.org.za)).

According to Venter (2014:94), SALGA participates in intergovernmental structures and is therefore able to influence national and provincial legislature and to gauge the impact of such legislation on local government. In line with its constitutionally-defined mandate, SALGA's role is to:

- Represent, promote and protect the interest of local government;
- Transform local government to enable it to fulfil its developmental mandate;
- Enhance the role of provincial local government associations as provincial Representatives and consultative bodies on local government;
- Raise the profile of local government;
- Be recognised by national and provincial governments as the national representative of local government and the consultative body in respect of all matters concerning local government;
- Ensure full participation of women in local government;
- Act as the National Employer's Organisation for the municipal and provincial Members' employers;
- Regulate the relationship between the members and the employers within the parameters of Section 213 of the Labour Relations Act of 1995; and
- Provide legal assistance to its members at its discretion in connection with matters that affect employee relations (Venter, 2014:94).

The role of SALGA can be summarised into four key roles:

- **Advise and support-** policy analysis, research and monitoring, knowledge exchange and support to members;
- **Representation-** stakeholder engagement, lobbying on behalf of local government in relation to national policies and legislation;
- **Act as an employer body-** collective bargaining on behalf of their members, capacity building and municipal human resource;
- **Strategic Profiling-** building the profile and image of local government locally and internationally ([www.salga.org.za](http://www.salga.org.za)).

SALGA's role as an organization is effectively played out through various programmes and working groups. These working groups are responsible for facilitating:

- Cooperative governance between the spheres of government as directed by the National Executive Committee or the Provincial Executive Committee,
- Consultation, coordination and participative decision-making between

SALGA and its members ([www.salga.org.za](http://www.salga.org.za)).

### **3.6.6 Trade Unions**

According to Davids and Maphunye (in Venter, 2014:97), trade unions are organizations that organise employees and represent them in their relationship with their employers. Their main aim is to improve the material conditions of their employees through joint action, which can be achieved through collective action at the workplace or through a wider social movement role.

The South African Municipal Workers Union (SAMWU) is the major role player representing municipal workers throughout 278 municipalities in South Africa. Its membership comprises over 160.000 workers. Its aims and objectives are:

- To organise all those employed directly or indirectly, in local authority and allied undertakings of the economy whether in the public, private or voluntary sector;
- To build a democratic worker-controlled and worker-centred organisation based on membership participation in policy and decision-making,
- To strive for full employment in quality jobs and protect workers from unfair dismissal and retrenchments;
- To develop strong shop steward movement and to provide this movement with education and training in the skills to promote members' participation in the union and to protect and advance members interest in the workplace ([www.samwu.org.za](http://www.samwu.org.za)).

In terms of union membership and scope, membership of the union shall be open to workers employed, directly or indirectly, in local authority and water utilities and allied undertakings of the economy whether in the public, private or voluntary sector. Membership shall include workers providing: Public Administrative Services in Municipalities and Local Authorities, Health and Social Services, Libraries, cultural and other community services, Water and Sanitation, Solid Waste Management and Environmental Services, Road Construction and Storm water drainage, Electricity Generation and Distribution, Public Transportation and Traffic

Control, Telecommunications and Information Services, Scientific and Technical Services, Parks and Recreation ([www.samwu.org.za](http://www.samwu.org.za)). Venter (2014:97) believes that trade unions should lead campaigns around broad national policy, existing demands and international development and processes.

### **3.6.7 Civil Society Organizations (CSOs)**

Venter (2014:98) states that the major motivating factor for municipalities to enter into partnerships with CSOs is based on the latter are ability to meet the following objectives:

- Achieving cost-effective service delivery;
- Deepening democracy; and
- Supplementing capacity or extending service delivery.

CSOs enter into partnerships with local government for purposes of innovation and sustainable service delivery so as to improve access to services, and community empowerment. There are two forms of CSOs, namely community-based organisations (CBOs) and non-governmental organisations (NGOs). Pieterse (in Venter, 2014:98) defines CBOs as formalised representative structures that champion the interests of their members. Their roles are defined in relation to a specific geographical area within which their members reside, whereas NGOs are non-profit making, non-membership intermediary organisations that are independent of the state and undertake a range of activities to realise development objectives. These activities include:

- Public policy research;
- Policy dialogue support and facilitation;
- Rights-based and interest-group advocacy;
- Capacity building in the form of information dissemination;
- Training and support; and
- Facilitation of social service delivery and direct delivery (Venter, 2014: 98).

The relationship between the NGOs and the government is critical in the delivery of services to the community. Buiten (in Du Toit and Van Der Waldt, 1999:306) stresses that the following factors have to be taken into consideration:

- NGOs must remain independent and accountable to their communities;
- The government's development responsibilities must not be negated by the involvement of the NGO; and
- NGOs must act as facilitators in the contact between government and communities and not as filters.

The relationship between NGOs and government institutions means that the different parties communicate and interact with one another in various ways. This can include the following:

- To convey standpoints about a specific issue;
- To inform the government of a particular need or fear;
- To ask (or even demand) the government to take a specific standpoint about issues considered to be important; and
- To reach consensus or make a compromise about a specific issue or issues (Du Toit and Van Der Waldt, 1999:306).

### **3.6.8 Community Development Workers (CDWs)**

Community development workers were introduced into South Africa in 2003 to help people access government services and also assist in poverty alleviation programmes. Community Development Workers were created as a result of both Presidential and Provincial *imbizos* that revealed deficiencies in service delivery to communities and therefore a need was identified to examine where the government at that time stood regarding delivery of services to the poor and how service delivery could be improved ([www.dpsa.gov.za](http://www.dpsa.gov.za)).

Despite government departments having community development initiatives, the majority of people who fall within the poorer segment of the population are still unable to access the full potential of government programmes. Among the reasons

for poor access to service provision and effective utilisation by the intended recipients are access to information about services and access to the services themselves ([www.dpsa.gov.za](http://www.dpsa.gov.za)).

Community Development Workers are public servants, and their roles are to:

- Assist communities in explaining their needs to the municipalities;
- Facilitate the participation of the public in projects;
- Support existing community structures; and
- Identify service delivery blockages in their communities (Leon, in Van Der Waldt, 2014:95).

According to Ijeoma (2013:106), the Community Development Workers should work with councillors in local municipalities, identify the problems faced by socially and economically-disadvantaged communities and compile reports about the local issues and progress of local communities. They should be deployed to maintain direct contact with the people where they live and to ensure that government sharply improves the qualities of the outcomes of public expenditure. They should also ensure that government hears the needs of the people and that the people are well informed about services and programmes of government.

### **3.6.9 Ward Committees**

Mufamadi (in Ababio, 2007:616) states that the system of local government that was introduced in South Africa in 2000 was correctly positioned as a sphere of government that is best placed to give practical meaning and substance to the basic political commitment to bring democracy to the people, and for local government to address such basic national challenges as underdevelopment, unemployment, stagnation and poverty. Mufamadi (in Ababio, 2007:617) defines ward committees as important communicative channels for informing municipalities about the needs, preferences and problems of communities. The newly-created ward committees play a critical role in helping government to achieve such a development agenda. Ward committees are mandated to facilitate grassroots participation in the development processes of municipalities including the Integrated

Development Planning (IDP), budgeting and municipal management processes. They are meant to be non-partisan and advance the interest of the ward collectively. Section 74(a) of the Local Government: Municipal Structures Act of 1998 states that a municipality can decide to establish a ward committee.

According to Ababio (2004:275), the primary function of the ward committee is to serve as a communication channel between the community and the municipal council. Ward committees provide communities with space to lodge or express their views and complaints. Ward committees, according to Ababio (2007:618), have the responsibility to identify and utilise the skills and resources that exist within their communities. They also play a role of providing support for groups involved in community structures and activities. This involves recognizing and acknowledging the value of contributions and giving encouragement to the needy. He maintains that ward committees serve as a strategic mobilising agent for both the municipality and the community in the planning and implementation of programmes. Ward committees play a vital role in interacting with external role players on behalf of, or for the benefit of their local communities. They also play a role in disseminating relevant information relating to municipal processes, decisions taken and projects (Ababio, 2007:619).

Ward committees serve as a forum for communication between the ward councillor and the ward committee. The members of the community can keep up to date with the activities of their municipal council through their ward councillor. The ward system allows for matters of local concern to be addressed by such committees established for wards. This gives residents a more direct voice in the governance of their neighbourhood. It enhances participatory democracy in local government by providing a vehicle for local communities to make their views and needs known to the municipal council. To ensure gender sensitivity, women should also be encouraged to participate in ward committees (Ababio, 2004:276).

Section 16 of the Local Government: Municipal Systems Act of 2000 obliges municipalities to develop a culture of participatory governance that complements formal representative government with a system of participatory governance, and

must, for this purpose, encourage and create conditions for local community to participate in the affairs of the municipality, including:

- Integrated development planning;
- The performance management system;
- The budget; and
- Strategic decisions relating to services (Ijeoma, 2013: 109).

### **3.6.10 Traditional leaders**

The achievement of better service delivery in some of the municipalities relies on a good working relationship between the municipality and traditional leadership prevailing in that locality. Chapter 12 of the Constitution of the Republic of South Africa recognises traditional authorities and states that national legislation may provide for a role for traditional leadership as an institution at local level on matters affecting local communities. Section 81 of the Local Government: Municipal Structures Act of 1998 provides for a maximum of 20 percent representation of traditional leaders in municipal council meetings where there are traditional leaders in the municipality. Section 5 of the Traditional Leadership and Governance Framework Act of 2003, further provides for partnerships to be entered into between municipalities and traditional councils.

Traditional leaders may participate in proceedings of the relevant Council (as gazetted by the MEC) and must have the opportunity to express a view on matters directly affecting the area of the traditional authority. Traditional leaders participate in their capacity as representatives of their traditional communities. The municipality may not adopt any by-law affecting a traditional community unless its traditional leaders have been consulted (SALGA, 2012:2). Traditional leaders are not members of the Council and as such have no voting powers. Traditional leaders are representatives of their communities in Council but are not members thereof. They can only participate in debates on matters that affect their traditional communities.

COGTA has facilitated the establishment of the District House of the *Amakhosi*. Training has been provided by a local (district based) team of Cogta staff who liaise

with *Amakhosi* and support them in various ways in fulfilling their functions; for example, maintenance of traditional buildings (courts). The White Paper on Local Government (1998:75), listed the following responsibilities and functions of traditional leaders as:

- Acting as head of the traditional authority, and as such exercise limited legislative powers and certain executive powers and administrative powers;
- Presiding over customary law courts and maintaining law and order;
- Consulting with traditional communities through *izimbizo/ lekgotla/fora*;
- Assisting members of the community in their dealings with the state;
- Advising government on traditional affairs through the Houses and Council of Traditional Leaders;
- Convening meetings to consult with communities on needs and priorities and providing information;
- Protecting cultural values and providing a sense of community in their areas through a communal social frame of reference;
- Being the spokespersons generally of their communities; and
- Being symbols of unity in the community.

Venter (2014:96) is of the view that traditional leaders should not be viewed as individual citizens within a uniform democratic system, but as a special interest group worthy of consultation and active participation in local government matters.

### **3.6.11 Working with the private sector**

The private sector plays a huge role in helping the municipality to fulfil its political mandate through various programmes in terms of local economic development. Venter (2014:96) believes that business has the responsibility to help improve the living conditions of not only employees, but also society at large. Pressure on business to assume some form of social responsibility is increasing. Pieterse (in Venter, 2014:96) believe that municipalities can strengthen the governance relationship with the private sector in three ways:

1. Strategic partnerships: The shift from a traditional service delivery model to a more developmental strategic approach requires support from civil society

and the private sector. The private sector offers managerial expertise, financial resources, credit, training infrastructure and the capacity to take over certain functions that a municipality is unable to perform (Venter, 2014: 96).

2. Local economic development: Venter (2014: 96) maintains that this is a process managed by municipalities in accordance with the economic component of their constitutional mandate to promote social and economic development. The process consists of strategies, programmes and projects involving all role players in a local community catering for a number of initiatives aimed at improving the quality of life of people under municipal jurisdiction. It is crucial to pursue any of these components with the close collaboration of the private sector.
3. Corporate citizenship: According to Davids (in Venter, 2013: 96), corporate citizenship refers to business decision-making linked to ethical values, compliance with legal requirements, and respect for people, communities and the environment. It is the recognition of the social and political accountability of the private sector in the local and international arena within which it operates. It is therefore in the interest of the municipality to promote corporate citizenship as a cultural trait in the local business community and to proactively engage with local business.

### **3.7 CONCLUSION**

The chapter interrogated factors relating to both the internal and the external role players and their contributions in the provision of services to the community within the jurisdiction of the municipality. The importance of having ward committees and Community Development Workers was also highlighted to strengthen the involvement of the community in the affairs of the municipality. Roles of other stakeholders like the private sector were also highlighted with emphasis on providing skills, decreasing unemployment and changing the lives of the people for the better within the municipality. Strengthening the working relationship with traditional leadership ensures smooth service delivery resulting in all major

stakeholders being able to participate in the affairs of the municipality. The next chapter will interrogate the research methodology followed for this study.

## **CHAPTER FOUR**

### **THE ROLE OF LEADERSHIP, ACCOUNTABILITY, FUNDING AND MANAGEMENT OF RESOURCES IN IMPROVING QUALITY OF SERVICES IN SOUTH AFRICAN MUNICIPALITIES**

#### **4.1 INTRODUCTION**

This chapter discusses the role of leadership (political and administrative) in improving efficiency and effectiveness of South African Local government. This chapter will also look at the importance of accountability of municipal officials and political representatives with regard to the provision of, and management of municipality's resources. In addition, it will further look at how funding can be appropriately utilised in order to improve service delivery at eDumbe Municipality.

#### **4.2 The role of leadership in improving efficiency and effectiveness**

A research design, according to Welman, Kruger and Mitchell (2005:52) is the plan according to which the researcher obtains the research participants (subjects) and collects information from them. In the plan the researcher describes what he or she would do with the participants (subjects) with the view to reaching conclusions about the research problem (research hypothesis or research questions). The researcher had to specify:

- The number of groups that should be used.
- Whether these groups had to be drawn randomly from the population involved and whether they should be assigned to groups randomly.
- What exactly had to be done with them in case of experimental research (Welman, Kruger and Mitchell, 2005:52).

Research methodology is sometimes referred to as research design. Schensul (2012:70) defines methodology as the blueprint or set of decisions and procedures that governs a study and renders it understandable to others; it is subject to inquiry,

critique, and replication or adaptation to other settings. On the other hand, methods according to Schensul (2012:70) may mean data collection techniques that qualitative researchers use to gather data within the framework of the study that is defined by its methodology. The researcher used both qualitative and quantitative methods of collecting data often referred to as mixed-methods designs.

Surveys refer to a data collection tool that consists of a series of questions designed to gather information about a relatively large group. Du Plooy-Cilliers, Davies and Bezuidenhout (2014:148) maintain that survey research design is used to provide a quantitative or numeric description of the trends, attitudes or opinions of a population by asking questions of a sample of respondents and then generalising the results to the population from which the sample of respondents were selected. According to Fox and Bayat (2007:87), survey research involves collecting data by putting a set of pre-formulated questions, in a pre-determined sequence in a structured questionnaire, to a sample of individuals drawn so as to be representative of a given population. Walliman (2011:190) believes that asking questions is one of the methods of collecting both qualitative and quantitative information from people. He further maintains that a questionnaire enables the researcher to organise the questions and receive replies without actually having to talk to every respondent. The following advantages and disadvantages have to be taken into consideration by researchers when doing survey research. The advantages and disadvantages of survey research as outlined by Fox and Bayat (2007: 87), are explained.

<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Questions are designed so that answers from individuals can be added together to produce results that apply to the whole sample.</li> <li>• The research is based on interviews with a representative sample of respondents.</li> <li>• The questions are designed to be unbiased.</li> </ul>	<ul style="list-style-type: none"> <li>• Independent variables cannot be manipulated as they can in experimental research.</li> <li>• Wording of questions and placement of items within questionnaires can have biasing effects on survey results.</li> <li>• If the sampling is largely unrepresentative, the results will</li> </ul>

<ul style="list-style-type: none"> <li>• Surveys lend themselves to future replication</li> <li>• Large surveys can often be broken down.</li> <li>• The cost of surveys is reasonable considering the amount of data collected.</li> </ul>	<p>have little relevance to other situations, even though the sample size may be quite large.</p>
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Source: Fox and Bayat (2007:87)

A cross-sectional survey was used for this study which was part of the quantitative method of collecting data. Du Plooy-Cilliers, Davies and Bezuidenhout (2014:149) are of the view that a cross-sectional survey design is used to create an overall picture of a phenomenon at one point in time and the researcher collects data from the respondents once; for example, the researcher collected data through questionnaires from the respondents of the eDumbe Municipality once and there were to be no repeats.

According to Nishishiba, Jones and Kraner (2014:49), every research project needs a game plan to determine how an answer will be produced for the research question, and this game plan is called a research design. Flick (2006:135) maintains that a research design addresses the question of how to plan a research project. The next section will discuss both the quantitative and qualitative design methods.

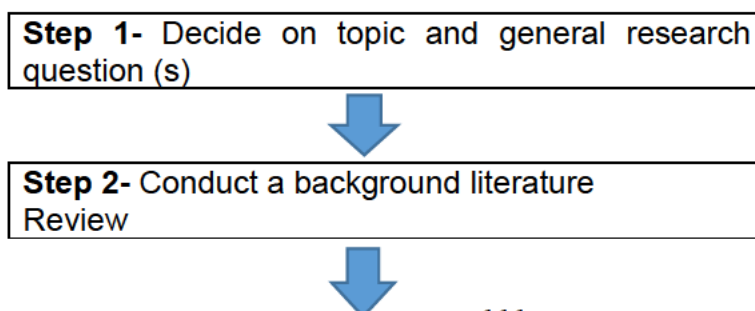
#### **4.2.1 Quantitative design method**

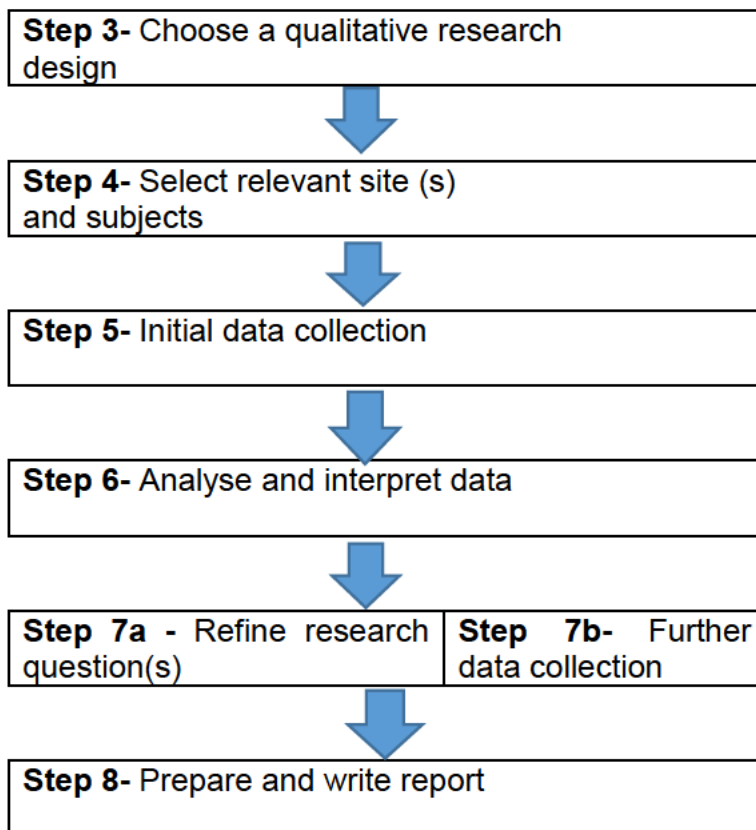
The quantitative research design method is described by Bryman, Bell, Hirschsohn, Dos Santos, Du Toit, Masenge, Van Aardt and Wagner (2015:31) as a distinctive research approach that entails the collection of numerical data, regards the relationship between theory and research as deductive, prefers a natural science approach in general and adopts an objectivist conception of social reality. Fox and Bayat (2007:7) contend that quantitative research concerns things that can be counted and one of its common disciplines is the use of statistics to process and explain data and to summarise findings. Quantitative research is concerned with systematic measurement, statistical analysis and method of experimentation.

## 4.2.2 Qualitative research design method

Quantitative and qualitative researchers tend to focus on certain basic issues that arise from their preferred epistemological positions. Qualitative research methods are designed to scientifically explain events, people and matters associated with them and does not depend on numerical data, although it may make use of quantitative methods and techniques. Some of its usual topics are case studies, grounded theory, phenomenological and ethnography (Fox and Bayat, 2007:7). Bryman et al. (2015:41) maintain that a qualitative research method is the collection of and analysis of primarily non-numerical data as opposed to quantitative research methods. According to Bryman et al (2015:47), quantitative researchers are profoundly influenced by a natural science approach of what should count as acceptable knowledge while qualitative researchers are more influenced by interpretivism. Five focus (preoccupations) issues by qualitative researchers as expounded by Bryman et al (2015:47) are explained: Firstly, qualitative researchers view events and the social world through the eyes of the people being studied by probing beneath surface appearances. Secondly, they provide a detailed description about what is going on, and emphasize the need to understand and explain social behaviour in the specific environmental context. Thirdly, they describe how processes, events and patterns develop, unfold, interconnect, change and are in flux over time. Fourthly, these researchers can retain a loosely-structured and flexible approach, involving limited use of predetermined analytical frameworks so that the researcher is submerged in a social setting; and, lastly, they formulate concepts and theories inductively from the data that are collected (Byman et al 2015:47). The following structure could be followed to structure a qualitative research project:

**Figure 4.1: An outline of the main steps in qualitative research**





Source: Bryman et al (2015:41)

**Figure 4.2: Differences between quantitative and qualitative research methods**

<b>QUANTITATIVE RESEARCH</b>	<b>QUALTATIVE RESEARCH</b>
Emphasize quantification in the collection and analysis of data.	Usually emphasize words rather than quantification in the collection and analysis of data.
Adopt a deductive approach to the relationship between theory and research, in which the emphasis is on the testing of theories and norms of the natural sciences and of positivism.	Adopt an inductive approach to the relationship between theory and research, in which emphasis is placed on generating rather than proving theories.
Incorporate the practices and norms of the model of the natural sciences and of positivism.	Reject the practices and norms of the model and positivism, in preference for an emphasis on the ways in which individuals interpret their social world.

Embody a view of social reality as an external, objective reality.	View social reality as both constantly shifting and emergent, as interpreted by individuals (Bryman, et.al 2015: 31).
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Source: Bryman et al. (2015: 31)

#### 4.2.4 Similarities between quantitative and qualitative research

Although quantitative and qualitative research designs have differences there are some similarities that are shared by both research designs: Both are concerned with data reduction. According to Bryman et al. (2015:52) once researchers have collected a large amount of data, they have to reduce the amount of data so that they can begin to make sense of it. In quantitative research, the data reduction process involves statistical analysis whereas in qualitative data analysis researchers use coding in order to develop concepts out of data collected. They maintain that both are concerned with answering research questions. Although quantitative researchers tend to ask more specific research questions and qualitative research ask open-ended questions, both are fundamentally concerned with answering questions about the nature of social reality.

Fox and Bayat (2007:85) maintain that both quantitative and qualitative research relate their analysis and findings to points drawn from the literature on the topics on which they work in order to highlight their significance. Both are concerned with uncovering variation and then presenting the variation they discover. Both groups are keen to investigate how organisations and people (or whatever the unit of analysis is) differ, and both explore some of the factors connected to the variation, although the form that variation takes may differ. They believe that both quantitative and qualitative research treat frequency as a springboard for analysis. In quantitative research, frequency is a core outcome of collecting data, as the researcher wants to reveal the relative frequency with which certain types of behaviour occur. In qualitative research, however issues of frequency arise because reports of findings commonly use terms like “often” or “most”, and when analysing qualitative data the frequency with which certain themes occur tends to be emphasised when writing up findings.

Both quantitative and qualitative research, according to Bryman et al. (2015:52) seek to ensure that deliberate bias does not occur. They argue that very few researchers nowadays subscribe to the view that it is possible to be entirely objective. Some researchers are partisan but that does not imply that “anything goes” and researchers seek to ensure that there is no “wilful bias”. Both quantitative and qualitative researchers argue for the importance of transparency. Fox and Bayat (2007:86) are of the view that all researchers should be clear about their research procedures and how their findings were arrived at so that others can judge the quality and importance of their work. Bryman et al (2015:53) maintain that both quantitative and qualitative research must address the question of error. For quantitative research, error must be minimised so that any variation that is uncovered is true variation and not the result of problems with how questions were asked or research instruments were administered. In qualitative research, the researcher seeks to reduce error by ensuring that there is a good match between the evidence gathered and the concepts developed to explain it (Bryman et al., 2015:52).

### **4.3 POPULATION**

Andres (2012:93) is of the view that the population is the highest level of abstraction in any given study. The study population is defined by Schensul (2012:72) as the people that are the focus of the study question and analysis. Fox and Bayat (2007:52) define population as any group of individuals, events or objects that share a common characteristic and represent the whole or sum total of cases involved in a study. The researcher, through the population, aims to identify the target population, to which the study can be realistically generalizable or transferable. For the eDumbe Local Municipality (2013/14 IDP Review), the population of eDumbe comprises approximately 101 607 inhabitants. This is the population from which the sample for this study had been drawn.

#### **4.3.1 Sampling**

A sample is any subset of the elements of the population that is obtained (by some process) for the purpose of being studied. The process by which elements are drawn from the population is known as sampling (Fox and Bayat, 2007:54). There are two sampling methods that researchers can choose from: one is probability and the other one is non-probability sampling. Fox and Bayat (2007:54) define a probability sample as a sample in which each element in the population has a known and not-zero chance of being included in the sample. According to Maree and Pietersen (2007:172), probability samples satisfy the requirements for the use of probability theory to accurately generalise to the population, while this is not the case with non-probability samples. In non-probability sampling, units of analysis in the population do not each have an equal chance and sometimes have no chance, of being included in the sample (Fox and Bayat, 2007:58). For the purpose of this study, both the probability and non-probability sampling method will be selected.

#### **4.3.1.1 Non-probability sampling**

In non-probability sampling, according to Fox and Bayat (2007:58), units of analysis in the population do not each have an equal chance and sometimes have no chance of being included in the sample. Various types of non-probability sampling techniques are discussed below. These techniques include purposive sampling, convenience sampling, snowball sampling and quota sampling.

#### **4.3.1.2 Purposive sampling**

A purposive sampling technique will be used for councillors and senior managers. According to Bless, Higson-Smith and Sithole (2013:173), purposive sampling is based on the judgement of the researcher regarding the characteristics of the representative sample. According to Andres (2012:96), purposive sampling involves the intentional, careful selection and matching of the sample to the study. The strategy is to select units that are judged to be most common in the population under investigation. The purpose of interviewing councillors is that they are the ones who approve the budget based on the needs of the community and they are collectively responsible for playing an oversight role regarding the implementation

of projects outlined in the Integrated Development Plan. The other reason for interviewing all councillors is that they are at the forefront of service delivery as they are accountable to both their respective political parties and to communities for delivery and non-delivery of basic services.

Other non-probability sampling techniques but which are not relevant to this study are discussed. These include: convenience sampling, snowball sampling and quota sampling.

#### **4.3.1.3 Convenience sampling**

Bryman et al (2015:179) maintain that a convenience sample is one that is available to the researcher by virtue of its accessibility. The researcher might want to interview one hundred people at a shopping mall on their perception about a certain product. The questionnaire drafted could be given to any person who is readily available until the required sample is reached. Although this technique is widely used, it is prone to bias. Bryman et al (2015:178) contend that the data collected will not allow definitive findings to be generated because of the problem of generalisation but it could provide a springboard for further research or allow links to be forged with existing findings in the area.

#### **4.3.1.4 Snowball sampling**

With snowball sampling, the researcher makes initial contact with a small group of people who are relevant to the research topic and then uses these people to establish contacts with others. A snowball sample is not random because there is no way of knowing the precise extent of the population from which it would have to be drawn (Bryman et al. 2015:179). This type of sampling is also referred to as "referral". Snowball sampling is done in phases. In the first phase the researcher approaches a few individuals from the population concerned. Those individuals who are approached then act as informants and identify other members from the same population to be included in the sample (Fox and Bayat, 2007:59). This sampling technique is mostly used by insurance companies and chain stores in selling their product where a targeted client gets an anonymous call from the company and with whom he or she has no relationship or knowledge of trying to sell the product.

#### 4.3.1.5 Quota sampling

In the case of quota sampling, the researcher makes an effort to have the same proportion of units of analysis in important strata such as gender, age, socio-economic and ethnicity as reflected in the population. Once the categories and the number of people to be interviewed within each category (quota) have been decided upon, the researcher then selects people who fit these categories. The numbers to be interviewed in each subgroup will reflect the population (Bryman et al., 2015:180). As much as quota sampling is used, it has its disadvantages because:

- The choice of respondents is left to the interviewer, however the proponents of probability sampling argue that a quota sample cannot be representative. It is believed that interviewers may be influenced by a respondent's perceptions such as eye contact.
- People who are available in an interviewer's vicinity at the time interviews are conducted may not be typical.
- The interviewer may make incorrect judgements about certain characteristics in deciding whether or not to approach a person based on looks or age.
- It is impossible to calculate the range of possible values of a population. The researcher cannot calculate a standard error of the mean from a quota sample because the method of selection is non-random (Bryman et al., 2015:180).

As much as there are disadvantages with quota sampling, there are advantages that it possesses.

- It is very useful when the researcher has the demographic profile of the population but does not have access to a database from which to draw a representative sample.
- It is cheaper and quicker than an interview survey on a comparable probability sample.

- Interviewers do not have to keep on calling back on people who were not available at the time they were first approached.
- A quota sample is easier to manage because it is not necessary to keep track of people who need to be re-contacted or to keep track of refusals.
- When speed is of the essence, a quota sample is invaluable when compared to the more cumbersome probability sample.
- It is useful for conducting development work on new measures on research instruments. It can also be used for exploratory work to generate new theoretical ideas (Bryman et al., 2015:181).

### **4.3.2 Probability sampling**

According to Fox and Bayat (2007:54), a probability sample is a sample in which each element in the population has a known and “not-zero” probability (chance) of being included in the sample. The following probability sampling techniques are discussed below. These techniques include systematic sampling, stratified random sampling, simple random sampling and cluster sampling.

#### **4.3.2.1 Systematic sampling**

Systematic sampling is a variation on simple random sampling where the researcher starts with a random number and then selects every  $n$ th element from a list of items arranged in sequence on some predetermined basis (Fox and Bayat, 2007:56). This type of sampling requires less time and costs less than simple random sampling.

A total of 160 respondents were selected from 8 wards of the eDumbe Municipality. In each ward, 20 respondents (community members) were selected from the population of approximately 101 607 inhabitants. Systematic sampling was appropriate for this study; as Welman, Kruger and Mitchell (2005:67) put it, systematic sampling is accurate, easily accessible and does not contain periodic

patterns and an actual list is not always needed. Every 5<sup>th</sup> house in the study was selected and by doing so, a good coverage of the study area was easily achieved.

#### **4.3.2.2 Stratified random sampling**

A population that is very heterogeneous (dissimilar) regarding the phenomenon being studied is first divided into a number of natural and non-overlapping groups or strata that are more or less homogenous regarding the phenomenon being studied. A number of elements are then drawn randomly from each group (Fox and Bayat, 2007:55). A proportionate, stratified sample, according to Bryman et al (2015:174), ensures that the resulting sample will be distributed in the same way as the population in terms of the stratifying criterion.

Stratified random sampling has two distinct advantages:

- In a random sample from a normal population that is stratified in terms of gender, the probability of a sample consisting of one gender is zero. Conversely, there is a small probability that a simple random sample from a small population of men and women, could be composed of men only.
- In order to ensure that important strata are represented in the sample, stratified random sampling requires a smaller sample (requiring less time and money) than simple random sampling. The probability that simple random sampling will include, for example, men and women in the appropriate proportions, increases as the size of the sample increases (Fox and Bayat, 2007:56).

#### **4.3.2.3 Simple random sampling**

Simple random sampling is described by Bryman et al (2015:173) and Fox and Bayat (2007:55) as a sample drawn from the population where each unit of the population has an equal chance (probability) of being chosen during the first and each successive draw. The following steps are necessary when researchers draw a random sample:

- The researcher should identify all the units of analysis in the sampling frame and give them consecutive numbers, for example 001, 002, 003, and so on.

- The mechanism the researcher uses to choose the units of analysis should ensure that every number has an equal chance of being selected (Welman, Kruger and Mitchell, 2005:60).

#### **4.3.2.4 Cluster sampling**

Fox and Bayat (2007:57) contend that in cluster sampling, units of analysis are grouped together to form a cluster. The entire population is divided into a number of such groups or clusters. The first stage of the sampling consists of randomly selecting a number of clusters. All the units in the selected cluster will then be included in the sample, or a second stage of sampling may be carried out in which units are drawn randomly to form the clusters to be included in the sample. According to Bryman et al (2015:173) the advantage of cluster sampling is that it allows interviewers to be far more concentrated than would be the case if a simple random or stratified sample were selected. Stratification can be capitalised upon because the clusters can be stratified in terms of strata.

#### **4.3.3 Data Collection Instrument**

Collection of secondary data was the first stage of this research project. Secondary data is described by Welman, Kruger and Mitchell (2005:149) as comprising information collected by individuals or agencies and institutions other than the researcher. This stage involved collecting information from the literature on policies, minutes of meetings, local government publications and legislations to inform the study.

Primary data were collected through questionnaires that were filled in by the respondents. Each step of the qualitative interview was aimed at gaining new data from the respondents who revealed the many experiences of the people who were met by the researcher. Information on the questionnaires included: biographical information, for example age and gender. The nominal scale was used for this purpose. This was done according to Maree and Pietersen (2007:164) in order to compare the sample to population characteristics to see if it was representative of the population, and to explore possible relationships between biographical

variables in the study. The Likert scale was used to ascertain attitudes and feelings of the respondents. According to Maree and Pieterse (2007:167), the use of the Likert scale involves asking respondents whether they agree or disagree with a statement. In most instances, Maree and Pieterse (2007:167) maintain that this is accomplished by asking a series of questions and then calculating a total score for each respondent, assigning the value of 1 to 3 or 1 to 5 (if 3 or 5 categories are used).

#### **4.3.3.1 Questionnaires**

A closed or pre-coded questionnaire was used for this study. This type of questionnaire offers the respondents a range of answers to choose from. A summated or Likert scale was used in testing the attitudes of the communities, councillors and managers on various issues of service delivery.

Section (A) of the questionnaire focuses on demographic data which includes gender, race, age, and highest level of education. The demographic data were critical in that respondents of the study had to be 18 years old and above to participate in the study. This is in line with the provision of the South African Constitution in that people who are eligible to vote should be 18 years of age.

Section (B) dealt with the effectiveness and efficiency of service delivery offered at the eDumbe Municipality. The respondents were given a 5 point rating scale: strongly agree, agree, neutral, disagree and strongly disagree on a variety of statements.

Section (C) dealt with the assessment of provision of service delivery at the eDumbe Municipality. Respondents were to choose between Yes/No responses to the statements given.

According to Welman, Kruger and Mitchell (2005:175), in a self-completed questionnaire, a range of answers is set out in the questionnaire and the respondent is asked to tick the appropriate box. The standardised questionnaire includes the instructions on how to complete the questionnaire and to explain what

was expected of participants. Once they were completed, the questionnaires were returned to the researcher for data capturing and analysis. The questionnaires were administered by the researcher to avoid any recording errors that might occur if questionnaires had been administered by research assistants. According to King and Horrocks (2010:1), interviewing is the most commonly used method of data collection in qualitative research.

#### **4.3.3.2 In-depth interviews**

The second stage of the research was to collect the primary data. Welman, Kruger and Mitchell (2005:149) define primary data as the original data collected by the researcher for the purposes of his or her own study. The collection of primary data was through the use of interviews with the selected respondents, including 8 councillors and 5 managers. Face-to-face interviews were conducted for councillors and managers at their areas of work. These interviews were more like conversations in which the researcher guided the direction of the interview. An interview schedule was used to systematically guide the researcher on questions needed to be asked.

#### **4.3.3.3 Document collection**

Collection of secondary data was the first stage of this research project. Secondary data is described by Welman, Kruger and Mitchell (2005:149) as comprising information collected by individuals or agencies and institutions other than the researcher. This stage involves collecting information from the literature on policies, minutes of meetings, local government publications and legislations to inform the study.

#### **4.3.3.4 Data Analysis**

Quantitative data were analysed using the Statistical Package for the Social Sciences (SPSS). Descriptive analysis was used to measure the central tendency

such as mean, median, mode, range, variance, standard deviation. Inferential analysis was used to measure relationships using the t-test, anova, chi-square, regression, correlation.

Qualitative data were analysed using thematic analysis. The sets of data were subdivided into subsets of data, based on the patterns or themes which arose. The patterns or themes form strategic concepts. Peculiar features in themes were explored. Different subsets of data were also explored. The identified themes were thereafter examined and compared to those identified in the literature. The analysis of secondary data offer researchers the following advantages:

- Cost and time: The researcher gets access to good quality data, such as books, journals and legislations from various government departments.
- High quality data: The data sets used are usually of high quality and reliable. Many of these datasets were generated by experienced researchers and research organisations.
- Subgroup or subset analysis: When the samples are large, it is possible for researchers to study sizeable subgroups of individuals or subsets of questions.
- More time for data analysis: Data collection is time-consuming. This involves spending more time on the task of data analysis and the interpretation of results.
- Opportunity for cross-cultural analysis: Secondary analysis of comparable data from two or more countries in the context of globalisation, can provide one possible model for conducting cross-cultural research.
- Re-analysis may offer new interpretations: Data can be analysed in different ways in that new theoretical ideas may suggest a new analytical approach that the original researcher could not have contemplated and an alternative method of data analysis may lead to a different interpretation of the data (Bryman et al. 2015:288).

#### **4.3.4 Validity**

Validity is the extent to which the research findings accurately represent what is really happening in the situation (Welman, Kruger and Mitchel, 2005:142). Schensul (2012) defines validity as the degree to which the data and interpretation fit the situation. According to Bryman et al (2015:24), validity is concerned with the integrity of the conclusions that are generated from a piece of research. Pietersen and Maree (2007: 216) maintain that the validity of the instrument refers to the extent to which it measures what it is supposed to measure. An effect or test according to Coolican (1992:35), is valid if it demonstrates or measures what the researcher thinks or claims it does. In as far as validation of data is concerned, Silverman (2006:290) maintains that there are two forms, namely:

- Comparing different kinds of data (quantitative and qualitative) and different methods (interviews) to see whether they corroborate one another. This form of comparison is called triangulation.
- Taking one's findings back to the subjects being studied where these people verify one's findings.

Validity in both quantitative and qualitative research is necessary because failure to validate findings can result in reports being inadequately analysed and interpreted. The findings of the study must be reported back to the respondents for their verification and if most or all of them approve the findings, it means that the instrument is valid. This is termed construct validity.

#### **4.3.5 Reliability**

According to Thomas (2009:116), reliability refers to the extent to which a research instrument, such as a test, will give the same result on different occasions. In addition, Welman, Kruger and Mitchel (2005:145) maintain that reliability is concerned with the credibility of the research findings. According to Pietersen and Maree (2007:215), the reliability of an instrument means that if the same instrument is used at different times or administered to different subjects from the same population, the findings should be the same. Bryman et al (2015:24) maintain that reliability is concerned with the question of whether the results of a study are repeatable.

Based on the analyses and interpretation of results, the researcher sometimes has to report to the subjects to validate the reliability of the findings. Test/Retest, according to Imenda and Muyangwa (2000:140), is the procedure involving administering the same instrument to the same group of respondents twice at different times. The very same respondents have to be visited with the findings for verification to see to it that the instrument measured what was to be measured. If most or all the respondents give the same response to the findings, it means that the researcher had succeeded in measuring what needed to be measured.

#### **4.4 DATA COLLECTION PROCESS**

The process of data collection was done during October and November 2016. The researcher was solely involved in the data collection process. The researcher informed the participants of the purpose of the study and they were also informed that they were free to participate and withdraw from the study if they felt that their rights and freedom had been violated. The respondents were also told that there would be no monetary compensation for them by participating in the study.

Participants were told about the instructions with regard to the completion or filling in of the questionnaire. Those respondents who could not fill the questionnaires were assisted by the researcher. Once the questionnaires were filled in, they were collected by the researcher on the very same day.

#### **4.5 ETHICAL CLEARANCE**

Ethical considerations are very important in any scientific study. Welman, Kruger and Mitchell (2005:201) state that researchers should pay attention to the following ethical considerations when undertaking scientific research: informed consent, right of respondent's privacy, protection from harm when involved in the study.

To undertake a scientific study at the eDumbe Municipality, the researcher requested a letter of approval from the Municipal Manager and the Speaker of the eDumbe Municipality to conduct the study. Permission was duly given by the

municipality for the researcher to conduct research at the eDumbe Municipality. An Ethical Clearance letter was issued by the Research Office (Ethical Clearance Committee) of the University of KwaZulu-Natal and the School of Management, IT & Governance (Westville Campus). The clearance letter from the university allowed the researcher to carry out the study at a given place.

#### **4.6 LIMITATIONS**

Limitations is described by Enslin (2014:275) as constraints or limits in any study that are out of the researchers control ranging from time, financial resources, access to information and so on.

The limitations of this study were that the study was conducted only within the eDumbe Municipality and therefore the results of the study cannot be generalised upon to all other municipalities in the country. The findings can, however, be widely applicable in other municipalities. Other limitations were on self-reported data which can rarely be independently verified as the researcher took what the respondents said on the questionnaires; however, objectivity was maintained by the researcher throughout the data collection process.

#### **4.8 CONCLUSION**

This chapter explained the research methodology that was followed for the study. It also looked at sampling techniques and how the sample was chosen from the population. The data collection process was discussed as well as reliability and validity of instruments used. In addition, ethical considerations were interrogated including the limitations of the study. The next chapter examines the data collection tools and methods for this study.

## **CHAPTER FIVE**

### **DATA COLLECTION TOOLS AND METHODS**

#### **5.1 INTRODUCTION**

This chapter will indicate how the primary data were collected from the respondents. It will also highlight certain challenges experienced by the researcher during the data collection process. In addition, this chapter will focus on the quantitative data collected through questionnaires and interviews. The research area, population size and sampling, validity and reliability and ethical considerations will also be highlighted.

The study was directed by the following objectives:

- Understand how managerial accountability influences the effectiveness and efficiency of service delivery at the eDumbe Municipality;
- Determine how funding influences the effectiveness and efficiency at the eDumbe Municipality;
- Ascertain how management of resources influences the effectiveness and efficiency at eDumbe Municipality;
- Understand how leadership influences the effectiveness and efficiency at the eDumbe Municipality; and
- Assess the quality of the service delivery provided by the eDumbe Municipality.

## **5.2 PRIMARY (QUANTITATIVE) DATA**

Primary data comprise first-hand information collected by the researcher from the respondents. The researcher in this study used questionnaires and face-to-face interviews to collect such information from the targeted respondents.

### **5.2.1 Questionnaire**

According to Ornstein (2013:115), modes of data collection refer to the different forms of communication used to contact and solicit information from respondents. It involves asking questions and recording answers. He further maintains that this mode affects a respondent's willingness to answer questions in a survey, and his or her ability and motivation to understand and answer questions. Andres (2012:63) maintains that a good questionnaire requires that a series of questions are employed, that several questions are asked from a slightly different perspective, or that closed-ended questions are combined with open-ended questions to ensure that respondents are able to provide full and accurate responses to questions. This is echoed by Ornstein (2013: 47) who maintains that a good questionnaire provides

the respondent with a coherent experience, and that there is more to be gained from maximising the respondent's ability to give answers.

The researcher used the questionnaire as a tool to collect data from the targeted respondent's for the study. According to Maree (in Du Plooy-Cilliers and Cronje, 2014:149) a cross-sectional survey design (questionnaire) is used to create an overall picture of a phenomenon at one point in time. In addition the researcher collect data from the respondents once and there are no repeats; this will also be the first and last time the researcher collects data from these respondents. Imenda and Muyangwa (2000:150) believe that questionnaires are usually employed in survey research because of their capacity to reach large numbers of people. Du Plooy-Cilliers and Cronje (2014:149) contend that the questionnaire is a very popular research tool and is often used to gather demographic information (age, gender, race) as well as data about people's attitudes, opinions and levels of satisfaction. They further maintain that a questionnaire is often used to provide a quantitative or numeric description of the trends, attitudes or opinions of a population by asking questions of a sample of respondents and then generalising the results to the population from which the sample of respondents were selected.

The questionnaires were divided into 3 sections which measured 3 themes: biographical data, service delivery imperatives and assessment of provision of service delivery (see Appendix 1). The questionnaire was administered by the researcher without any assistance from the research assistants. This was done to eliminate incorrect information being transcribed by the research assistants on the questionnaire. The questionnaire was handed to the respondents who were able to fill it in without the assistance of the researcher and collected afterwards once the respondent had completed the filling it. Those respondents that could not read or write were assisted by the researcher in completing the questionnaires. The questionnaire was administered to 160 respondents from all 8 wards of eDumbe Municipality (see Chapter 4). The administering of questionnaires was done during the month of October 2016 to December 2016.

### **5.2.2 Face-to-face interviews**

Face-to-face interviews were conducted with 5 senior managers and 8 councillors of the eDumbe Municipality. The reasons for conducting personal interviews with these respondents was, that they are directly responsible for bringing service to their community and are also accountable to the community they serve (see Chapter 4). Du Plooy-Cilliers and Cronje (2014:151) state that survey interviews are structured, face-to-face interviews in a certain setting, where a set of standardised, closed-ended questions are asked and the responses are recorded. They believe that this method of data collection saves time when it comes to data processing and it saves the interviewer from having to carry around hundreds of questionnaires. The interviews with senior managers and councillors were conducted during the months of January 2017 and February 2017. Both councillors and senior managers were asked four research questions (see Chapter 1).

### **5.3 SECONDARY DATA**

For the secondary data collection, the researcher used various documents, including books, journals, national and local government legislations, newspaper articles and internet search engines. Flick (2006:248) suggested **four** criteria which researchers can use to for deciding whether or not to employ a specific document (or set of documents) for their research. These criteria are as follows:

**Authenticity.** Is the evidence genuine and of unquestionable origin?

**Credibility.** Is the evidence free from error and distortion?

**Representativeness.** Is the evidence typical of its kind, and, if not, is the extent of its untypically known?

**Meaning.** Is the evidence clear and comprehensive? (Flick 2006:248).

All four criteria were followed by the researcher in making sure that the information provided was authentic and credible.

### **5.4 RESEARCH AREA**

The study was conducted at the eDumbe Local Municipality which is a Category B municipality situated in the Northern part of KwaZulu-Natal. Its main or head office is at a town called Paulpietersburg. The eDumbe Municipality covers a

geographical area of 1947 square kilometres (see Chapter 1). The municipality is demarcated into 8 wards which are predominantly rural in nature.

#### **5.4.1 Population size**

The eDumbe Municipality has a population of 101 607 inhabitants consisting of different racial groups. These include Whites, Coloureds, Asians and Blacks which share all the services that are provided by the municipality. According to the eDumbe Local Municipality, IDP Summary: 2012/2013 – 2016/2017, the population comprises 47% males and 53% females. All community members are entitled to participate in the activities of the municipality in terms of the South African Constitution.

#### **5.4.2 Sampling techniques**

A total of 160 respondents from the community and 8 ward councillors were selected from 8 wards of the eDumbe Municipality. In each ward, 20 respondents community members were selected from the population of 101 607 inhabitants. A systematic sampling technique was appropriate for this study. As Welman, Kruger and Mitchell (2005:67) put it, systematic sampling is accurate, easily accessible, does not contain periodic patterns and an actual list is not always needed. Every fifth house in the study was selected and, by so doing, a good coverage of the study area was easily achieved. The participants in the study were told by their respective councillors in December 2015, the researcher having had an in-depth discussion with the Speaker about a study of this nature to be conducted throughout eDumbe in October 2016 and February 2017. Councillors were informed and asked to pass on the message to the community through meetings in all 8 wards of the municipality. It was believed that by the time the researcher was ready to conduct the study, all the participants were fully aware and waiting to assist the researcher with the information required.

The other reason for choosing this method was that the houses were some distance apart; hence it being a rural area. Purposive sampling was used for 5 senior managers of the eDumbe Municipality. The reason for choosing senior managers was that they have been entrusted with the responsibility of assisting the

council in the management of municipal resources and service delivery therefore they play a crucial role in service delivery. A total of 173 respondents were selected for this study comprising of 160 community members, eight councillors and five senior managers.

The theoretical approach used for the study was based on the Modified Quantitative Service Delivery Model (MQSDM). This was selected to ascertain the effectiveness and efficiency of service delivery at the eDumbe Municipality. MQSDM argues that funding, management of resources, managerial accountability, prudent management of resources and leadership quality and structure influences efficient and effective service deliver.

## **5.5 VALIDITY**

Validity is the extent to which the research findings accurately represent what is really happening in the situation (Welman, Kruger and Mitchel, 2005:142). An effect or test, according to Coolican (1992:35), is valid if it demonstrates or measure what the researcher thinks or claims it does. In as far as validation of data is concerned, Silverman (2006:290) maintains that there are two forms, namely:

- Comparing different kinds of data (quantitative and qualitative) and different methods (interviews) to see whether they corroborate one another. This form of comparison is called triangulation.
- Taking one's findings back to the subjects being studied so that they can verify one's findings.

Validity in both quantitative and qualitative research is necessary because failure to validate findings can result in reports being inadequately analysed and interpreted. The findings of the study then had to be relayed to the respondents for their verification and if most or all of them approve the findings, it means that the instrument is deemed to be valid. This is termed construct validity (see Chapter 1).

## **5.6 RELIABILITY**

According to Thomas (2009:116), reliability refers to the extent to which a research instrument, such as a test, will give the same result on different occasions. On the other hand, Welman, Kruger and Mitchel (2005:145) maintain that reliability is concerned with the credibility of the research findings.

Based on the analyses and interpretation of results, the researcher will report to the subjects to validate the reliability of the findings. Test/Retest according to Imenda and Muyangwa (2000:140) is the procedure used for administering the same instrument to the same group of respondents twice at different times. The very same respondents will be visited with the findings for verification to see to ascertain whether or not the instrument measured what was supposed to be measured. (If most, or all the respondents give the same response to the findings, it means that the researcher has succeeded in measuring what needed to be measured). In this research project reliability was computed by taking several measurements on the same subjects. A reliability coefficient of 0.70 or higher was considered "acceptable". The reliability scores for all sections exceeded the recommended Cronbach's alpha value. This indicated a degree of acceptable, consistent scoring for these sections of the research.

## **5.7 ETHICAL CONSIDERATIONS**

Ethical considerations were taken care of in terms of the University of KwaZulu-Natal rules. The researcher wrote a letter to the eDumbe Municipality (Mayor) seeking permission to conduct the study in the area. Permission to conduct research at eDumbe was approved and signed by the Municipal Manager (MM) on 25<sup>th</sup> November 2015 (see Appendix 1). The information collected from the respondents will be used for the purpose of the research only. The general principles of research ethics are that no harm should befall the research subjects, and that subjects should take part freely, based on informed consent (Welman, Kruger and Mitchell, 2005:181). Respondents were not obliged to write their names on the questionnaire for the purpose of anonymity. Respondents were told before the interview took place that they could withdraw at any time if they felt that the interview threatened or infringed on their constitutional rights. The respondent's signed consent was obtained after they had been told of the nature and purpose of

the research. Prior approval (ethical clearance) for the research project by the University Research Committee was obtained after this committee had satisfied itself that the research project complied with all regulations regarding the protection of privacy of the respondents before the study is undertaken.

## **5.8 CONCLUSION**

In this chapter data-collection methods and tools were discussed. The research area where the study was conducted and the population size of the eDumbe Municipality was highlighted. The researcher also highlighted the importance of drawing a sample from the study population which would be sufficiently manageable for the study to be completed in the anticipated timeframe. The issue of reliability and validity for the study was also interrogated. Lastly, ethical considerations were taken into account by the researcher throughout the research process. The next chapter will focus on the findings, interpretation and discussion of the primary data.

## **CHAPTER SIX**

### **STATEMENT OF FINDINGS, INTERPRETATION AND DISCUSSION OF THE PRIMARY DATA**

#### **6.1 INTRODUCTION**

This chapter presents the results and discusses the findings obtained from the questionnaires in this study. The questionnaire was the primary tool that was used to collect data and questionnaires were distributed to 160 respondents. The data collected from the responses were analysed using the SPSS version 24.0. The results reflected the descriptive statistics in the form of graphs, cross tabulations and other figures for the quantitative data that were collected. Inferential techniques include the use of correlations and chi square test values which are interpreted using the p-values.

#### **6.2 THE SAMPLE**

In total, 160 questionnaires were despatched and 157 were returned. This gave a 98.13% response rate. Five senior managers and 8 ward councillors were also part of the study. The total sample was 173 respondents.

#### **6.3 THE RESEARCH INSTRUMENT**

The research instrument consisted of 36 items, with a level of measurement at a nominal or an ordinal level. The questionnaire was divided into 3 questions which measured various themes as illustrated below:

- 1 Biographical data
- 2 Service Delivery Imperatives
- 3 Assessment of Provision of Service Delivery

## 6.4 RELIABILITY STATISTICS

The two most important aspects for precision are **reliability** and **validity**. Reliability is computed by taking several measurements for the same subjects. A reliability coefficient of 0.70 or higher is considered as “acceptable”.

**Table 1** below reflects the Cronbach’s alpha score for all the items that constituted the questionnaire.

		N of Items	Cronbach's Alpha
B1	How managerial accountability influences the effectiveness and efficiency in service delivery at the eDumbe Municipality	5	0.712
B2	How funding influences the effectiveness and efficiency of service delivery at the eDumbe Municipality	7	0.784
B3	How management of resources influences the effectiveness and efficiency in service delivery at the eDumbe Municipality	5	0.776
B4	How leadership influences the effectiveness and efficiency in service delivery at the eDumbe Municipality	5	0.862
C	Assessment of provision of service delivery at the eDUMBE Municipality	10	0.754

The reliability scores for all the above sections exceeded the recommended Cronbach’s alpha value. This indicates a degree of acceptable, consistent scoring for these sections of the research.

## 6.5 FACTOR ANALYSIS

### *Why is factor analysis important?*

Factor analysis is a statistical technique which has as its main goal data reduction. A typical use of factor analysis is in survey research, when a researcher wishes to represent a number of questions using a small number of hypothetical factors; for example, as part of a national survey on political opinions, participants may answer three separate questions regarding environmental policy reflecting issues at the local, state and national level. Each question, by itself, would be an inadequate measure of attitude towards environmental policy, but *together* they may provide a better measure of the attitudes. Factor analysis can be used to establish whether or

not the three measures do in fact measure the same thing. If so, they can then be combined to create a new variable, a factor score variable that contains a score for each respondent on the factor. Factor techniques are applicable to a variety of situations. A researcher may want to know whether or not the skills required to be a decathlete are as varied as the ten events, or if a small number of core skills are needed to be successful in a decathlon. One need not believe that factors actually exist in order to perform a factor analysis, but in practice, the factors are usually interpreted, given names, and spoken of as real things.

The matrix table is preceded by a summarised table that reflects the results of KMO and Bartlett's Test. The requirement is that the Kaiser-Meyer-Olkin Measure of Sampling Adequacy should be greater than 0.50 and Bartlett's Test of Sphericity less than 0.05. In all instances, if the conditions are satisfied, this allows for the factor analysis procedure.

Factor analysis is done only for the Likert scale items. Certain components are divided into finer components. This is explained below in the rotated component matrix.

## 6.6 KMO AND BARTLETT'S TEST (Table 2)

### Section B

		Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	Bartlett's Test of Sphericity		
			Approx. Square	Chi- Df	Sig.
B1	How managerial accountability influences the effectiveness and efficiency in service delivery at the eDumbe Municipality	0.621	202.116	10	0.000
B2	How funding influences the effectiveness and efficiency of service delivery at the eDumbe Municipality	0.866	387.916	21	0.000
B3	How management of resources influences the effectiveness and efficiency in service delivery at the eDumbe Municipality	0.790	229.148	10	0.000
B4	How leadership influences the effectiveness and efficiency in service delivery at the eDumbe Municipality	0.829	364.743	10	0.000
C	ASSESSMENT OF PROVISION OF SERVICE DELIVERY AT THE eDUMBE MUNICIPALITY	0.761	443.212	45	0.000

All of the conditions are satisfied for factor analysis.

That is, the Kaiser-Meyer-Olkin Measure of Sampling Adequacy value should be greater than 0.500 and the Bartlett's Test of Sphericity significant value should be less than 0.05.

### 6.7 ROTATED COMPONENT MATRIX (Table 3)

#### Rotated Component Matrix<sup>a</sup>

B1	Component			
	1	2		
B1.1 Managers are transparent about the functioning of the municipality in terms of appointments	0.853	-0.174		
B1.2 Managers are visible to the community they serve	0.705	0.208		
B1.3 Managers make financial statements available to the community	0.808	0.079		
B1.4 Managers give feedback on time to the community on issues raised	0.651	0.409		
B1.5 Managers treat members of the community with dignity and respect	0.045	0.952		
Extraction	Method:	Principal	Component	Analysis.
Rotation Method: Varimax with Kaiser Normalization.				
a. Rotation converged in 3 iterations.				

#### Rotated Component Matrix<sup>a</sup>

B2	Component			
	1	2		
B2.1 Community projects are funded as per needs of the community through the Integrated Development Plan (IDP).	0.811	-0.178		
B2.2 Community members participate in the IDP formulation process	0.846	0.020		
B2.3 Community members know where the municipality obtains its funding	0.680	-0.198		
B2.4 Community members are involved in the prioritization of community projects in terms of the Service Delivery Budget and Implementation Plan (SDBIP)	0.769	0.018		
B2.5 Community members are involved in the formulation of Community-Based Planning (CBP)	0.762	-0.076		
B2.6 The Mayor invites members of the community to budget roadshows	0.757	0.071		
B2.7 Community members are satisfied with the funding of projects undertaken by the municipality	-0.047	0.982		
Extraction	Method:	Principal	Component	Analysis.
Rotation Method: Varimax with Kaiser Normalization.				
a. Rotation converged in 3 iterations.				

### Component Matrix<sup>a</sup>

	Component 1
B3.1 Community members are vigilant in eradicating wastage of the municipality's resources	0.435
B3.2 Members of the community feel free to report wrongdoing to the councillor or to any municipality official	0.702
B3.3 The municipality encourages members of the community to report fraud and corruption to the municipality	0.840
B3.4 Members of the community have been given the Anti-Corruption Hotline for reporting fraud and corruption	0.774
B3.5 The members of the community are given feedback on how the municipality's resources are managed	0.847

Extraction Method: Principal Component Analysis.

a. 1 components extracted.

### Component Matrix<sup>a</sup>

	Component 1
B4.1 The Municipal manager gives direction to the municipality in terms of accomplishing the municipality's vision	0.692
The Mayor and all councillors play a vital role in the achievement of the municipality's vision	0.863
Municipal senior managers acknowledge input from the community about the achievement of the municipality's vision	0.772
Political leadership acknowledges concerns of the community in the achievement of the municipality's vision	0.865
Political leadership contributes to the achievement of the political mandate of local government	0.838

Extraction Method: Principal Component Analysis.

a. 1 components extracted.

### Rotated Component Matrix<sup>a</sup>

C	Component		
	1	2	3
Does the municipality provide water to the community?	0.170	0.154	0.712
Does the municipality provide electricity to the community?	0.081	0.194	0.683
Does the municipality provide refuse removal to the community?	0.017	0.745	0.174
Does the community have adequate community halls within the municipality?	0.126	0.862	0.002
Do members of the community have playing fields/ sports field for recreation and entertainment?	-0.044	0.839	0.062
Do members of the community participate in local economic development activities within the municipalities?	0.275	-0.141	0.699
Does the municipality respond effectively and efficiently to the needs of the community?	0.757	-0.116	0.278
Are you happy with the progress that the municipality has made so far with regard to service delivery?	0.831	-0.091	0.165
Are you happy with the role that the ward committee is playing in terms of service delivery?	0.702	0.363	-0.031
Can you safely say the municipality is doing all it can to provide better and quality services to the community?	0.758	0.104	0.265

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

a. Rotation converged in 4 iterations.

Factor analysis is a statistical technique which has as its main goal data reduction. A typical use of factor analysis is in survey research, when a researcher wishes to represent a number of questions with a small number of hypothetical factors. With reference to the table above:

- The principle component analysis was used as the extraction method, and the rotation method used was Varimax with Kaiser Normalization. This is an orthogonal rotation method that minimizes the number of variables that have high loadings on each factor. It simplifies the interpretation of the factors.
- Factor analysis/loading show inter-correlations between variables.
- Items of questions that loaded similarly, imply measurement along a similar factor. An examination of the content of items loading at, or above, 0.5 (and using the higher or highest loading in instances where items cross-loaded at greater than this value) effectively measured along the various components.

The statements that constituted Sections B3 and B4 loaded perfectly along a single component. This implies that the statements that constituted these sections perfectly measured what they set out to measure.

It is noted that the variables that constituted Section B1, B2 and C loaded along 2 or 3 components (sub-themes). This means that respondents identified different trends within the section. Within the section, the splits are colour coded; 1 is presented in yellow, 2 in green and 3 in blue.

## 6.8 SECTION A: BIOGRAPHICAL DATA (QUANTITATIVE DATA ANALYSIS)

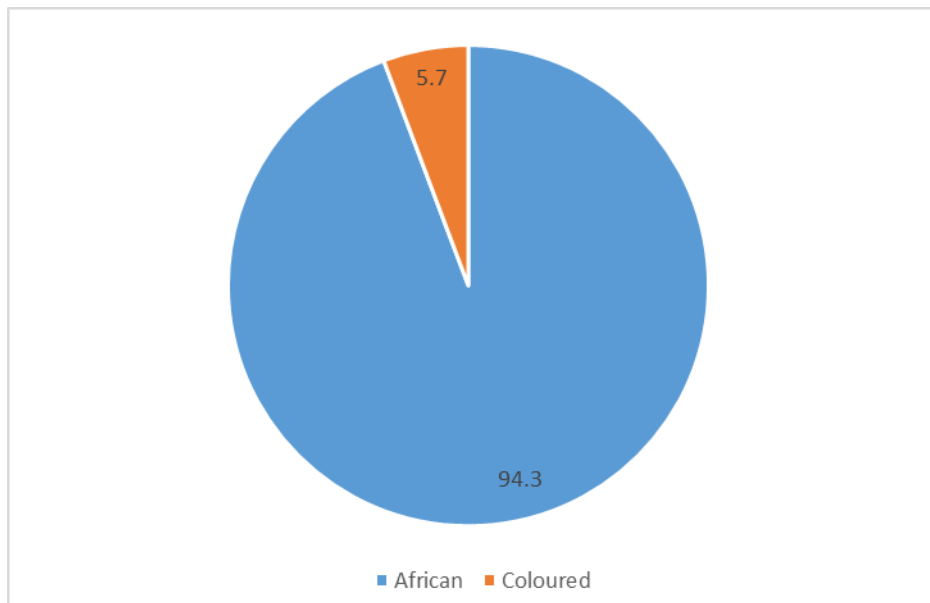
This section summarises the biographical characteristics of the respondents.

**Table 4** below indicates the overall gender distribution by age.

		Gender			Total	
		Male	Female	Other		
Age	18 - 24	Count	20	30	0	50
		% within Age	40.0%	60.0%	0.0%	100.0%
		% within Gender	30.8%	34.9%	0.0%	32.3%
		% of Total	12.9%	19.4%	0.0%	32.3%
	25 - 29	Count	3	13	1	17
		% within Age	17.6%	76.5%	5.9%	100.0%
		% within Gender	4.6%	15.1%	25.0%	11.0%
		% of Total	1.9%	8.4%	0.6%	11.0%
	30 - 34	Count	12	10	1	23
		% within Age	52.2%	43.5%	4.3%	100.0%
		% within Gender	18.5%	11.6%	25.0%	14.8%
		% of Total	7.7%	6.5%	0.6%	14.8%
	35 - 39	Count	12	5	0	17
		% within Age	70.6%	29.4%	0.0%	100.0%
		% within Gender	18.5%	5.8%	0.0%	11.0%
		% of Total	7.7%	3.2%	0.0%	11.0%
	40 - 44	Count	10	9	2	21
		% within Age	47.6%	42.9%	9.5%	100.0%
		% within Gender	15.4%	10.5%	50.0%	13.5%
		% of Total	6.5%	5.8%	1.3%	13.5%
45 - 49	Count	4	8	0	12	
	% within Age	33.3%	66.7%	0.0%	100.0%	
	% within Gender	6.2%	9.3%	0.0%	7.7%	
	% of Total	2.6%	5.2%	0.0%	7.7%	
50 and above	Count	4	11	0	15	
	% within Age	26.7%	73.3%	0.0%	100.0%	
	% within Gender	6.2%	12.8%	0.0%	9.7%	
	% of Total	2.6%	7.1%	0.0%	9.7%	
Total	Count	65	86	4	155	
	% within Age	41.9%	55.5%	2.6%	100.0%	
	% within Gender	100.0%	100.0%	100.0%	100.0%	
	% of Total	41.9%	55.5%	2.6%	100.0%	

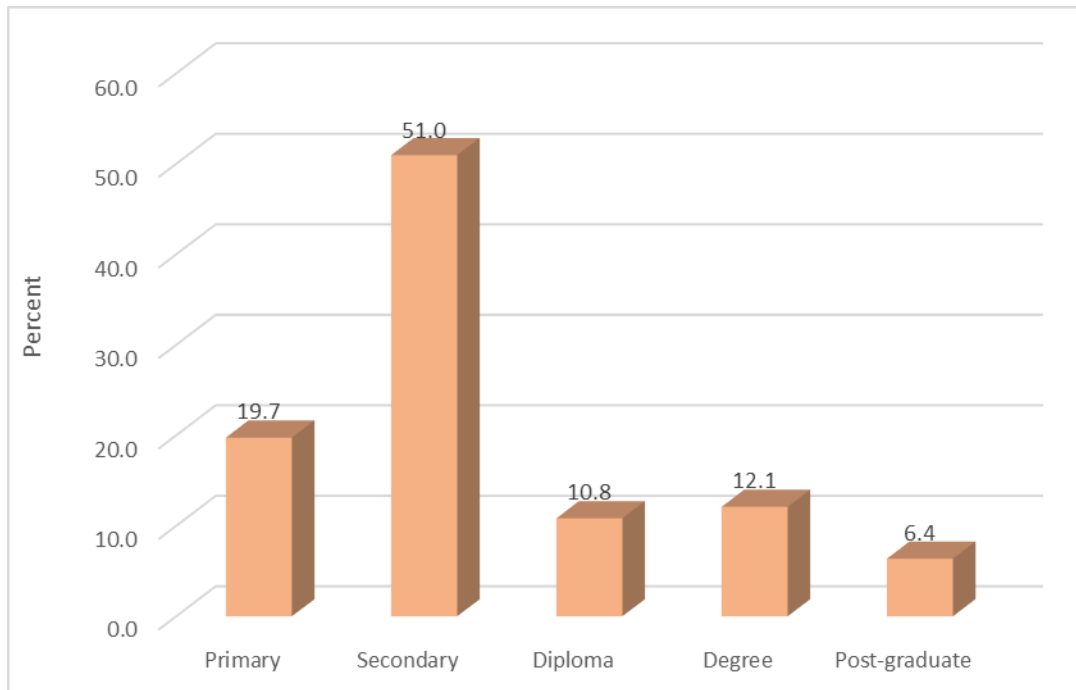
Overall, the ratio of males to females was approximately 2:3 (41.9% and 55.5%), respectively. Within the age category of 45 to 49 years, 33.3% were male. Within the category of males only, 6.2% were between the ages of 45 to 49 years. This category of males between the ages of 45 to 49 years formed 2.6% of the total sample.

**Figure 5** below indicates the racial composition of the sample.



There were 19 times as many African respondents as there were Coloureds. It is noted that there were no Whites, as those targeted as part of the study did not want to take part in the study.

**Figure 5.1** below indicates the education levels of the respondents.



The majority of respondents (70.0%) had, at most, a school qualification. The remaining 30% had a post-school qualification. This is a useful statistic as it indicates that a fair proportion of the respondents had a reasonable higher qualification. It also indicates that the responses gathered would have been from an informed source.

### **6.8.1 Section Analysis**

This section follows analyses of the scoring patterns of the respondents per variable per section.

The results are first presented using summarised percentages for the variables that constitute each section. Results are then further analysed according to the importance of the statements.

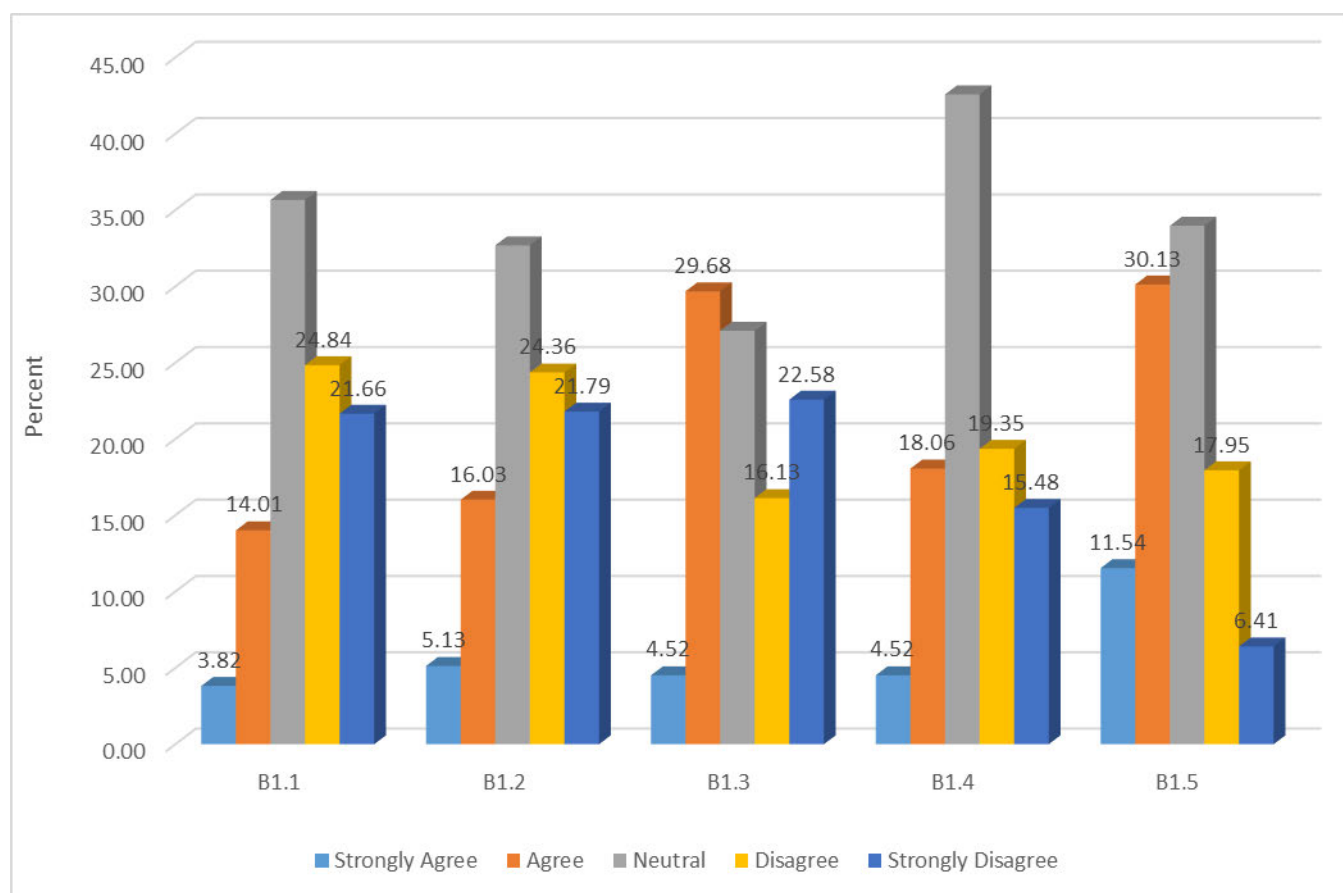
## 6.9 SECTION B: SERVICE DELIVERY IMPERATIVES

### Section B1

This section deals with how managerial accountability influences the effectiveness and efficiency in service delivery at the eDumbe Municipality

**Table 5.2** below summarises the scoring patterns on managerial accountability:

		Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree		Chi Square p-value
		Co unt	Row N %	Co unt	Row N %	Co unt	Row N %	Co unt	Row N %	Co unt	Row N %	
Managers are transparent about the functioning of the municipality in terms of appointments	B1.1	6	3.8 %	22	14.0 %	56	35.7 %	39	24.8 %	34	21.7 %	0.000
Managers are visible to the community they serve	B1.2	8	5.1 %	25	16.0 %	51	32.7 %	38	24.4 %	34	21.8 %	0.000
Managers make financial statements available to the community	B1.3	7	4.5 %	46	29.7 %	42	27.1 %	25	16.1 %	35	22.6 %	0.000
Managers give feedback on time to the community on issues raised	B1.4	7	4.5 %	28	18.1 %	66	42.6 %	30	19.4 %	24	15.5 %	0.000
Managers treat members of the community with dignity and respect	B1.5	18	11.5 %	47	30.1 %	53	34.0 %	28	17.9 %	10	6.4 %	0.000



The following patterns can be observed:

- There are high levels of neutrality (4 of the 5 statements).
- Four statements show significantly higher levels of disagreement.
- The last statement indicates a higher level of agreement
- The significance of the differences is tested and shown in the Table.

Factor analysis shows that the following four statements form a sub-theme:

**B1.1 Managers are transparent about the functioning of the municipality in terms of appointments.** Of the respondents, 24.8% disagreed and 21.7% strongly disagreed, this was due to the fact that the respondents alleged that managers appointed their relatives and friends into vacant positions. These allegations of nepotism were not verified and therefore need to be investigated. The majority of the respondents (35.7%) were neutral in their responses. This is due to the fact that most of the respondents were employed by farmers where they resided and had never applied for any position within the municipality; 3.8% of respondents strongly agreed and 14% of them agreed. These were the respondents who had applied for various positions within the municipality over time.

**B1.2 Managers are visible to the community they serve.** Of the respondents, 24.4% and 21.8% disagreed and 21.8% strongly disagreed, due to the fact that managers were usually office bound. Managers did not always attend community meetings where the mayor or councillors converged to address the concerns of the community. Of the respondents, 32.7% were neutral and 5.1% and 16% of the respondents strongly agreed and agreed respectively with the statement that managers were often visible. This might be because these communities interacted or knew some, or all, senior managers.

**B1.3 Managers make financial statements available to the community.** Of the respondents, 4.5% strongly agreed and 29.7% agreed with the statement. This indicates that a considerable number of the respondents took it upon themselves to read and look at the financial standing of the municipality. Of the respondents, 27.1% were neutral. This might be due to the fact that these respondents did not concern themselves with how the municipality was functioning. Of the respondents, 16.1% and 22.6% respectively, disagreed and strongly disagreed with the statement. This might be due to the fact the community members did not normally visit the municipal offices to request the financial statements of the municipality. It was evident during the data-collection process that a considerable number of the respondents did not know what a financial statement was or how it related to the viability of the municipality.

**B1.4 Managers give feedback on time to the community on issues raised.** Of the respondents, 4.5% and 18.1% respectively, strongly agreed and agreed with the statement, but there were negative responses from 19.4% and 15.5% respectively of respondents who disagreed and strongly disagreed respectively with the statement. Members of the public were of the view that managers did not care about the community concerns and, as a result nothing was being done to alleviate their concerns. A high number of respondents (42.6%) were neutral. This is mainly because most of the respondents were farm workers and they needed little that was offered by the municipality.

**B1.5 Managers treat members of the community with dignity and respect.** Of the respondents, 11.5% and 30.1% respectively strongly agreed and agreed with the statement. This shows that managers tried to adhere to the Batho Pele Principles with regard to service delivery, that is, people should be treated with dignity and respect; 34% of the respondents were neutral and, 17.9% and 6.4% respectively of the respondents disagreed and strongly disagreed with the statement. Members of the community felt that managers were pompous and authoritarian and undermined the members of the community. Respondents scored negatively for most of the statements, indicating that more respondents believed that managers were not accountable as there was not much happening in terms of service delivery.

To determine whether the scoring patterns per statement were significantly different per option, a chi square test was done. The null hypothesis indicated that similar numbers of respondents scored across each option for each statement (one statement at a time). The alternative stated that there was a significant difference between the levels of agreement and disagreement.

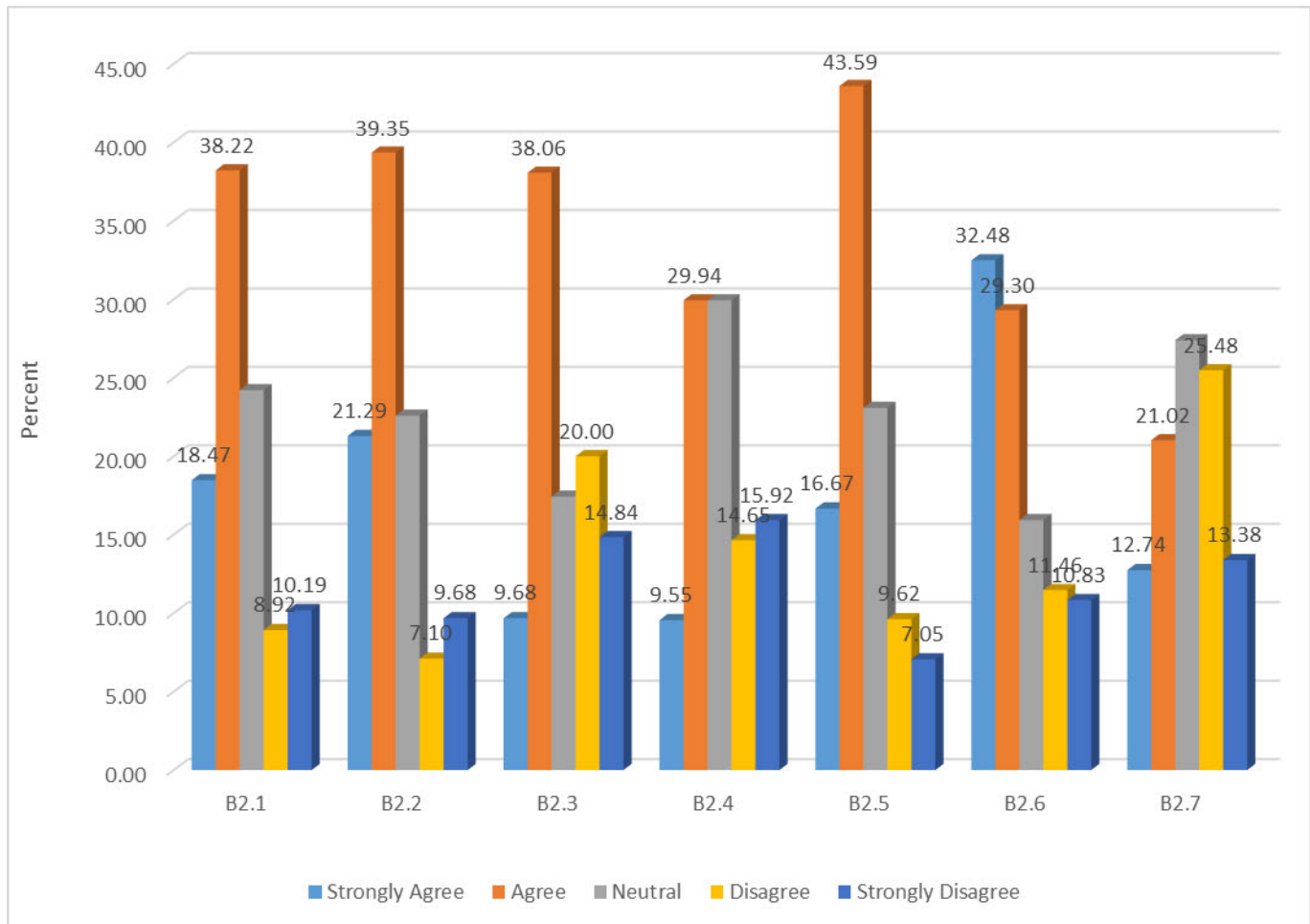
The highlighted significant values (p-values) were lower than 0.05 (the level of significance). It implies that the distributions were not similar; that is, the differences between the way respondents scored (agree, neutral, disagree) were significant.

## Section B2

This section deals with how funding influences the effectiveness and efficiency of service delivery at the eDumbe Municipality

**Table 5.3** summarises scoring patterns on how funding influences efficiency and effectiveness of service delivery:

	Strongly Agree	Agree		Neutral		Disagree		Strongly Disagree		Chi Square p-value	
		Count	Row %	Count	Row %	Count	Row %	Count	Row %		
Community projects are funded as per the needs of the community through the Integrated Development Plan (IDP).	B2.1	29	18.5%	60	38.2%	82	24.4%	14	8.9%	10.6%	0.000
Community members participate in the IDP formulation process	B2.2	33	21.3%	61	39.4%	55	33.8%	11	7.1%	15.5%	0.000
Community members know from where the municipality obtains its funding	B2.3	15	9.7%	59	38.1%	27	17.4%	31	20.0%	23.3%	0.000
Community members are involved in the prioritization of community projects in terms of the Service Delivery Budget and Implementation Plan (SDBIP)	B2.4	15	9.6%	47	29.9%	47	29.9%	23	14.6%	15.5%	0.000
Community members are involved in the formulation of the Community-Based Planning (CBP)	B2.5	26	16.7%	68	43.8%	36	23.1%	15	9.6%	7.1%	0.000
The Mayor invites members of the community to budget roadshows	B2.6	51	32.5%	46	29.3%	55	34.9%	18	11.5%	10.7%	0.000
Community members are satisfied with the funding of projects undertaken by the municipality	B2.7	20	12.7%	33	21.0%	43	27.4%	40	25.5%	13.6%	0.006



**B2.1 Community projects are funded as per the needs of the community through the Integrated Development Plan (IDP).**

The responses showed that 5% and 38.2% of the respondents strongly agreed and agreed respectively with the statement. This showed that the members of the community did participate in the activities of the municipality; 24.2% of the respondents were neutral, which means that they were not involved in the affairs of the municipality. A smaller number of respondents, 8.9% and 10.2%, respectively, disagreed and strongly disagreed with the statement. This showed that not all projects under the IDP were unanimously supported by the members of the community. This was probably because the needs of the community were so diverse.

### **B2.2 Community members participate in the IDP formulation process.**

The responses showed that the majority of respondents, 21.3% and 39.4%, respectively, strongly agreed and agreed with the statement. This is in line with democracy, which requires people, or members of the community to directly or indirectly participate in the policy formulation process, especially at local government level. Of the respondents (22.6%) showed neutrality. This might be because of non-attendance or non-participation of respondents; 7.1% and 9.7% disagreed and strongly disagreed, respectively, with the statement. This was due to the fact that not all members of the community attended community meetings and, in some instances, the councillor who was elected was not of their political party.

### **B2.3 Community members know from where the municipality obtains its funding.**

The majority of the respondents, 21.3% and 39.4%, respectively, knew from where the municipality obtained its funding. This showed that the respondents were well informed and knowledgeable about the functioning of local government as a whole. Of the respondents (17.4%) were neutral, meaning that they were not too sure as to where the municipality obtained its funding; 20.0% and 14.8% of the respondents, disagreed and strongly disagreed respectively with the statement, in that they did not have any idea as to the source of municipality's funding. This might be because the community did not attend community meetings where such issues were explained and clarified, or the political office bearers did not explain to the community how the municipality obtained money.

#### **B2.4 Community members are involved in the prioritization of community projects in terms of Service Delivery Budget Implementation Plan (SDBIP).**

A minority, 9.6% and 29.9% of respondents respectively, strongly agreed and agreed with the statement. This showed that members of the community believed that the municipality had to deliver what the community needed as opposed to what the municipality wanted in order to deliver services to the community. This type of commitment echoes the bottom-up approach to service delivery where members of the community must be the ones who tell the political representatives what they want and how they want those services provided. A sizeable number, 29.9% of the respondents, were neutral in their responses, meaning that they were not involved in the entire process; 14.6% and 15.9 % of the respondents disagreed and strongly disagreed, respectively, with the statement. This showed that these members of the public did not attend community meetings or that they showed apathy towards the activities of the locality.

#### **B2.5 Community members are involved in the formulation of the Community-Based-Planning (CBP).**

A larger number of respondents, 16.7% and 43.6%, respectively, strongly agreed and agreed with the statement. This showed that some members of the community were directly involved in the activities of the municipality in shaping their own future. It can therefore be said that the councillors and ward committees were doing a good job in encouraging people to attend and participate in the affairs of their wards, however, 23.1% of the respondents were neutral which meant that some did not know what the CBP was and how they should participate. A smaller number of respondents, 9.6% and 7.1%, respectively, disagreed and strongly disagreed with the statement. This showed that these members of the community did not attend community meetings.

### **B2.6 The Mayor invites members of the community to budget roadshows.**

The majority of the respondents, 32.5% and 29.3%, respectively, responded positively as opposed to 11.9% and 10.8%, respectively, who responded negatively. It can be said that the majority of the community did attend mayoral roadshows where the Mayor outlined the path the municipality would take in improving the lives of the people for the better. A smaller number of respondents, 11.9% and 10.8%, respectively, responded negatively. It might be that the latter members of the community did not bother to attend community meetings while 15.9% of the respondents of the community were neutral, meaning that they did not know whether or not the Mayor invited members of the community to these roadshows.

### **B2.6 Community members are satisfied with the funding of projects undertaken by the municipality.**

Of the respondents, 12.7% and 21.0%, respectively, strongly agreed and agreed respectively with the statement. This is a very low percentage of respondents who agreed with the statement; 27.4% of the respondents were neither satisfied nor dissatisfied with the funding of projects. The majority of the respondents, 25.5% and 13.4% responded negatively to the statement. This is due to the fact that the municipality has a small tax base to finance its projects, as it is a rural municipality. Another reason for negative scoring was that the respondents felt that the municipal officials embezzled money for themselves. This compromised certain projects within the municipality.

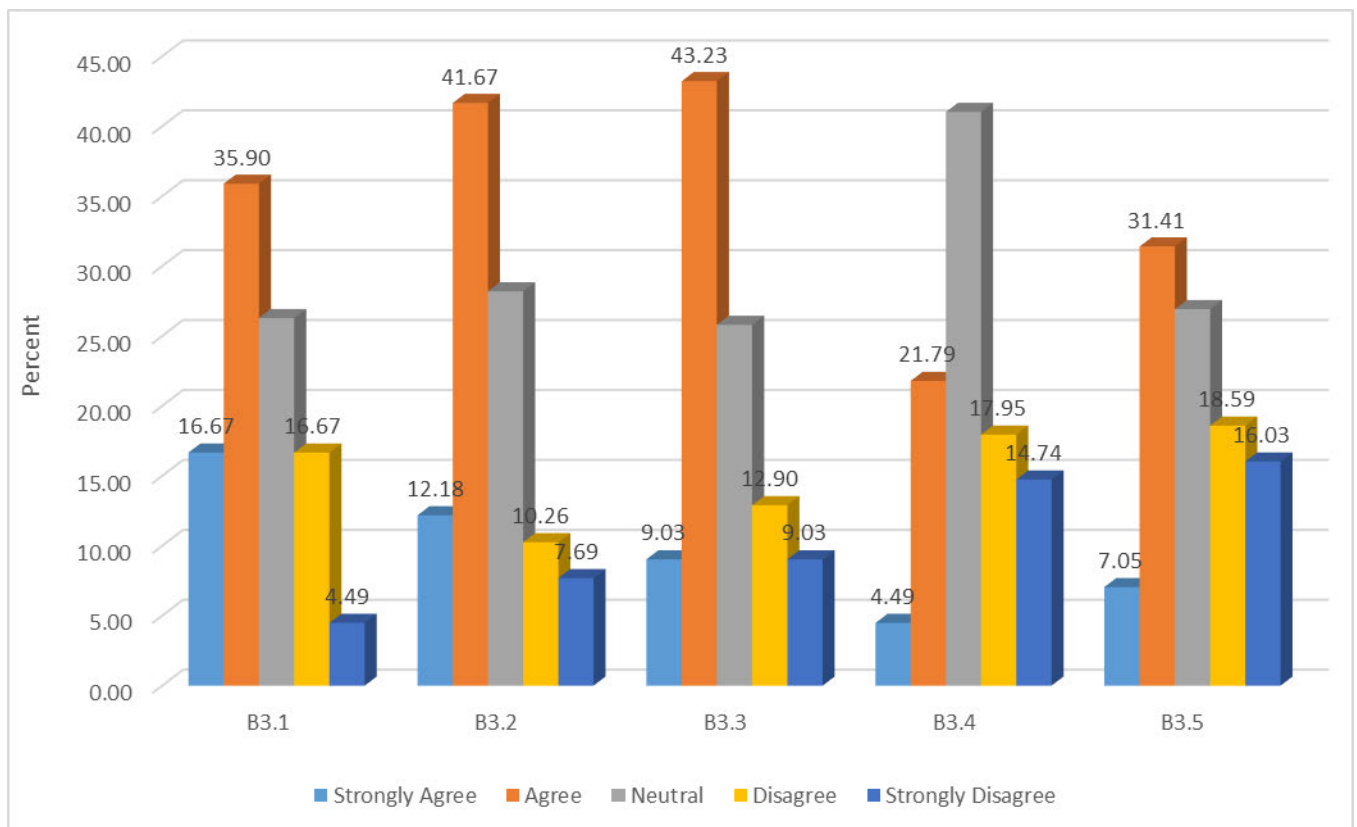
It was noted that in this section that the levels of agreement were significantly higher for all statements except the last statement. Generally speaking, the responses indicated that the municipality was “government for the people by the people”

## Section B3

This section deals with how management of resources influence the effectiveness and efficiency in service delivery at the eDumbe Municipality.

**Table 5.4** below summarises scoring patterns on how management of resources influence the effectiveness and efficiency in service delivery:

		Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree		Chi Square p-value
		Count	Row N %	Count	Row N %	Count	Row N %	Count	Row N %	Count	Row N %	
Community members are vigilant about eradicating wastage of municipality resources	B3.1	26	16.7 %	56	35.9 %	41	26.3 %	26	16.7 %	7	4.5 %	0.000
Members of the community feel free to report wrongdoing to their councillor or to any municipality official	B3.2	19	12.2 %	65	41.7 %	44	28.2 %	16	10.3 %	12	7.7 %	0.000
The municipality encourages members of the community to report fraud and corruption to the municipality	B3.3	14	9.0 %	67	43.2 %	40	25.8 %	20	12.9 %	14	9.0 %	0.000
Members of the community have been given the Anti-Corruption Hotline for reporting fraud and corruption	B3.4	7	4.5 %	34	21.8 %	64	41.0 %	28	17.9 %	23	14.7 %	0.000
Members of the community are given feedback on how municipal resources are managed	B3.5	11	7.1 %	49	31.4 %	42	26.9 %	29	18.6 %	25	16.0 %	0.000



### **B3.1 Community members are vigilant in eradicating wastage of municipal resources.**

The study revealed that 16.7% and 35.9% of the respondents, respectively, strongly agreed and agreed with the statement. It showed that the majority of respondents took it upon themselves to guard and monitor the municipality's resources. These resources were theirs; they had to look after them. On the contrary, 26.3% of the respondents were neutral. They may not have been concerned about how these resources were utilised. A smaller number, 16.7% and 4.5%, respectively, of the respondents were negative, in that community members were not being vigilant enough in curbing wastage of municipal resources. It seemed that they did not see themselves as the custodians of these resources and that resources belonged only to the municipality.

### **B3.2 Members of the community feel free to report wrongdoing to the councillor or to any municipal official.**

The majority of the respondents, 12.2% and 41.7%, respectively, strongly agreed and agreed with the statement. This showed that the community felt they had ownership of the municipality's resources as its custodians. This also showed a good working relationship between the municipality and the community it served. On the other hand, 28.2% of the respondents were neutral, raising issues of anonymity and protection once they had reported wrongdoing. A smaller number of respondents, 10.3% and 7.7%, respectively, disagreed and strongly disagreed with the statement. They believed that they would not be protected by the municipality once they had reported the crime. Another issue raised was that of reward, in that there were no incentives that were given by the municipality once a crime had been reported and the perpetrator apprehended. This, then made the members of the community hesitant and reluctant to report any wrongdoing.

### **B3.3 The municipality encourages members of the community to report fraud and corruption within the municipality.**

The study revealed that the majority of respondents, 9.0% and 43.2%, respectively, strongly agreed and agreed with the statement. This showed that the community was actively involved in the affairs of their municipality, while 25.8% of the respondents were neutral, and therefore passive about the affairs of the municipality. The rest, 12.9% and 9.0%, respectively, of the respondents, responded negatively to the statement, showing lack of involvement and also being passive about the affairs of the municipality.

**B3.4 Members of the community have been given the Anti-Corruption Hotline for reporting fraud and corruption.**

The study revealed that 4.5% and 21.8% was the lowest score compared to the responses to the other statements. This decline was due to the fact that the respondents preferred to report crime or wrongdoing themselves to the municipality officials; 41.0% of the respondents were neutral, showing no knowledge of the Anti-Corruption Hotline, while 17.9% and 14.7% of the respondents disagreed and strongly disagreed with the statement. They had no idea about what an Anti-Corruption Hotline was and the purpose of the municipality having such a service. It has, however, to be stated that although the Anti-Corruption Hotline is posted on the municipality's website, the municipality has to make a point of seeing that this type of information is forwarded or communicated to all the residents of the eDumbe Municipality.

**B3.5 Members of the community are given feedback on how the municipality's resources are managed.**

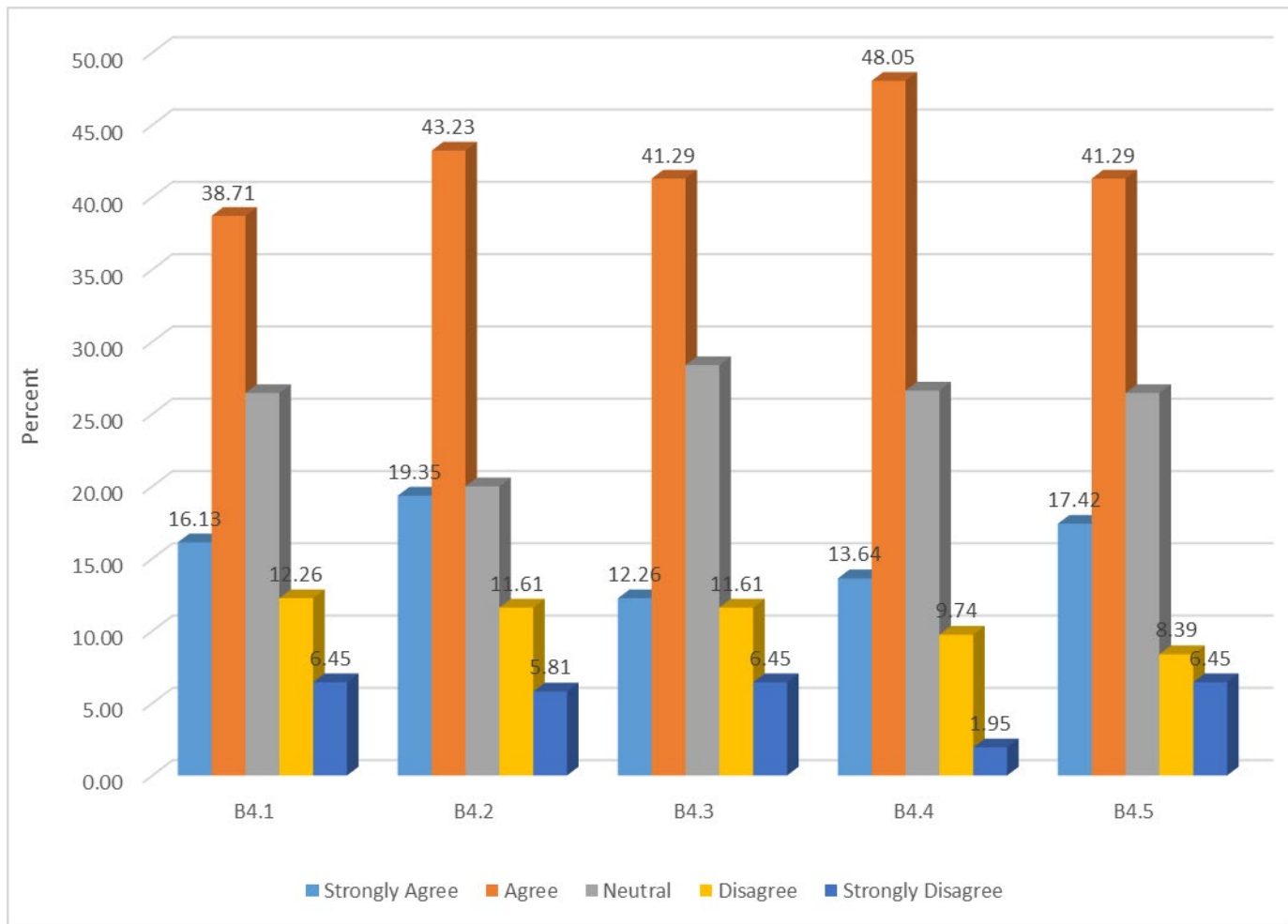
Of the respondents, 7.1% and 31.4%, respectively, strongly agreed and agreed with the statement. This showed that the municipality was trying its best to keep the community informed as to how the resources were being managed, while 26.9% of the respondents were neutral, meaning that they were not too sure whether or not the municipality provided feedback on municipal resources; 18.6% and 16.0% of the respondents, respectively, responded negatively to the statement. They believed that the municipality did not give feedback as it did not call the community to meetings. The respondents believed that calling community meetings was the only viable mechanism that the municipality could use to give feedback. It is therefore advisable that the municipality should call for frequent community meetings where issues can be raised and problems ironed out.

## Section B4

This section deals with how leadership influence the effectiveness and efficiency in service delivery at the eDumbe Municipality.

**Table 5.5** below summarises scoring patterns on how leadership influence the effectiveness and efficiency in service delivery:

		Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree		Chi Square
		C ou nt	Ro w N %	C ou nt	Ro w N %	C ou nt	Ro w N %	C ou nt	Ro w N %	C ou nt	Ro w N %	p- valu e
The Municipal Manager gives direction to the municipality in terms of accomplishing the municipality's vision	B4.1	25	16.1%	60	38.7%	41	26.5%	19	12.3%	10	6.5%	0.000
The Mayor and all councillors play a vital role in the achievement of the municipality's vision	B4.2	30	19.4%	67	43.2%	31	20.0%	18	11.6%	9	5.8%	0.000
Municipal senior managers acknowledge input from the community relating to the achievement of the municipality's vision	B4.3	19	12.3%	64	41.3%	44	28.4%	18	11.6%	10	6.5%	0.000
The political leadership acknowledges the concerns of the community in the achievement of the municipality's vision	B4.4	21	13.6%	74	48.1%	41	26.6%	15	9.7%	3	1.9%	0.000
Political leadership contributes to the achievement of the political mandate of local government	B4.5	27	17.4%	64	41.3%	41	26.5%	13	8.4%	10	6.5%	0.000



**B4.1 The Municipal Manager gives direction to the municipality in terms of accomplishing the municipality’s vision.**

Most respondents, 16.1% and 38.7%, respectively, strongly agreed and agreed with the statement. The responses suggest that the community acknowledges the work that is done by the Municipal Manager in driving the municipality towards the achievement of its vision: *“By 2026 eDumbe Municipality will be economically viable to provide adequate services to its communities”* (eDumbe IDP Summary 2012/3 – 2016/7). A few, (26.5%) of the respondents were neutral, meaning that they were not sure whether or not the MM did give direction to the achievement of the municipality’s vision; 12.3% and 6.5% of the respondents, respectively, gave negative responses to the statement. This was evident during the data collection process that these respondents did not know their MM and they had not even seen him face to face.

#### **B4.2 The Mayor and all councillors play a vital role in the achievement of the municipality's vision.**

The study revealed that the majority of the respondents, 19.4% and 43.2%, respectively, responded positively to the statement. This showed that the Mayor and his councillors were seen to be doing what the community had elected them to do. Most believed that the lives of the community could be improved if all councillors regularly communicated with their respective constituencies; 20.0% of the respondents were neutral, meaning that they were not sure whether or not the Mayor and his councillors played a vital role in the achievement of the municipality's vision; 11.6% and 5.8% of the respondents responded negatively to the statement. The responses given were in line with those given for statement **B2.6** (11.9% and 10.8%), meaning that these members of the community did not bother about attending community meetings, therefore, it was impossible for them to know of the efforts that were made by the Mayor and councillors to achieve the municipality's vision.

#### **B4.3 Municipal senior managers acknowledge input from the community relating to the achievement of the municipality's vision.**

Many, (12.3%) and (41.3%) of the respondents, respectively, strongly agreed and agreed with the statement. It meant that the responses given corresponded with those regarding the Mayor and councillors above (**B.4.2**). It meant that both political and administrative leadership was striving towards the achievement of the municipality's vision while 28.4% of the respondents were neutral suggesting they did not know whether or not senior managers acknowledged input from the community. The rest, 11.6% and 6.5% of the respondents, responded negatively to the statement. That means that those community members did not believe that senior managers acknowledged input as they had not seen any positive changes regarding the complaints and submissions that were made by members of the community.

#### **B4.4 Political leadership acknowledges concerns of the community in the achievement of the municipality's vision.**

The majority of the respondents, 13.6 and 48.1%, respectively, strongly agreed and agreed with the statement. The responses given were in line with the responses given in statement (B4.2) above. However, 26.6% of the respondents were neutral about the statement, showing that they were not sure whether or not political leadership acknowledged the concerns of the community while 9.7% and 1.9% of the respondents responded negatively to the statement. They felt that the political leadership in most instances did not acknowledge the concerns of the community but merely drove their own party political agendas. These kinds of statements need to be verified and investigated.

#### **B4.5 Political leadership contributes to the achievement of the political mandate of local government.**

Most respondents, 17.4% and 41.3%, respectively, responded positively to the statement. This meant that the political leadership did whatever they could to achieve the objectives of local government, as enshrined in Section 152(1) of the Constitution of the Republic of South Africa of 1996, which are: to provide democratic and accountable government for local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development; to promote a safe and healthy environment and to encourage the involvement of communities and community organisations in matters of local government.

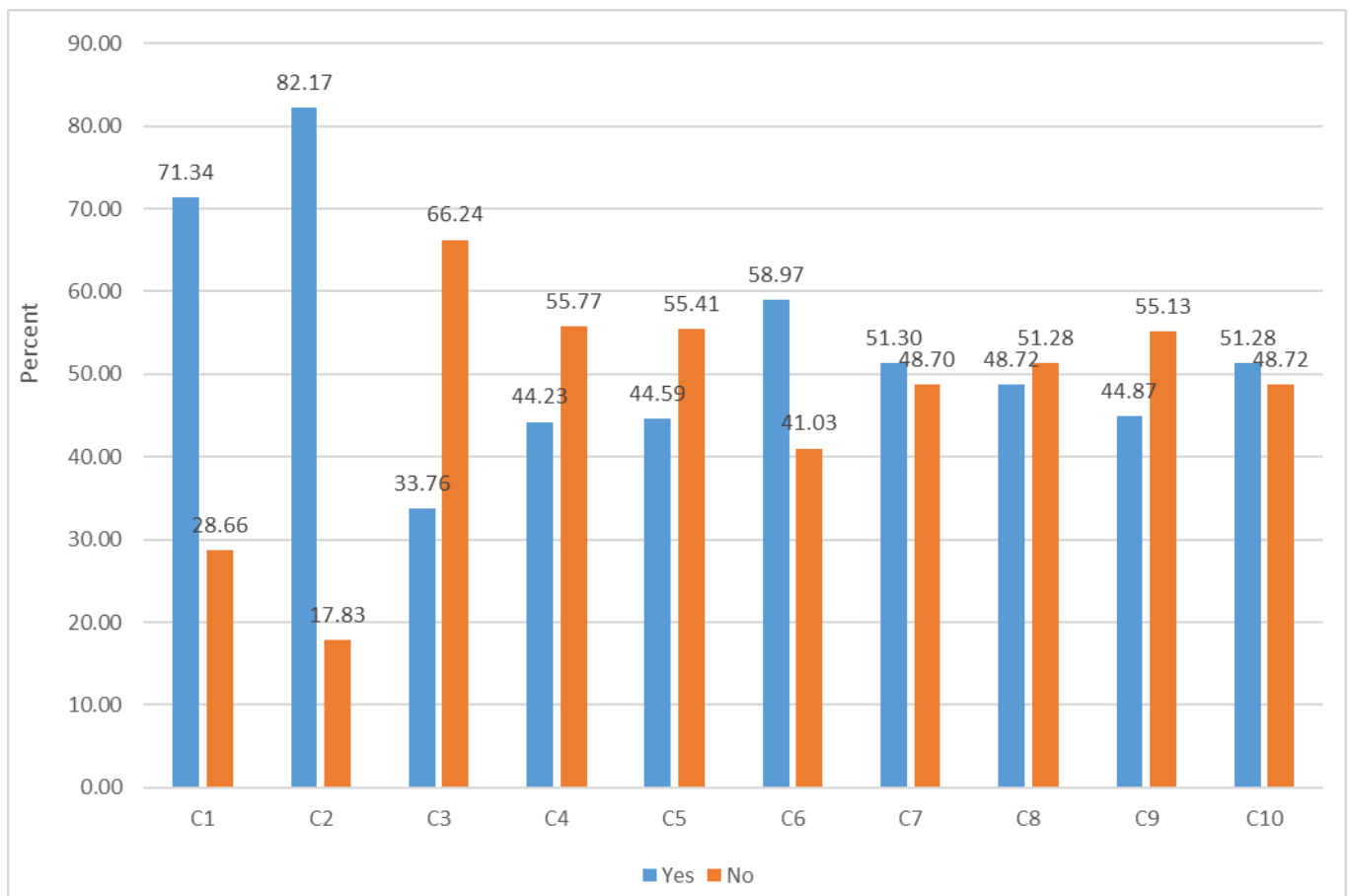
There was also uncertainty in that 26.6% of the respondents were neutral this suggests that they were not certain as to whether or not political leadership contributed to the achievement of the political mandate of local government while 8.4% and 6.5% of the respondents responded negatively to the statement. They felt that political leadership did nothing, or too little, towards the achievement of the political mandate of local government.

## 6.10 SECTION C: AN ASSESSMENT OF THE PROVISION OF SERVICES

This section deals with an assessment of the provision of service delivery at the eDumbe Municipality.

**Table 5.6** below summarises scoring patterns in the provision of service delivery:

		Yes		No		Chi Square p-value
		Count	Row N %	Count	Row N %	
Does the municipality provide water to the community?	C1	112	71.3%	45	28.7%	0.000
Does the municipality provide electricity to the community?	C2	129	82.2%	28	17.8%	0.000
Does the municipality provide refuse removal to the community?	C3	53	33.8%	104	66.2%	0.000
Does the community have adequate community halls within the municipality?	C4	69	44.2%	87	55.8%	0.150
Do members of the community have playing fields/ sports field for recreation and entertainment?	C5	70	44.6%	87	55.4%	0.175
Do members of the community participate in local economic development activities within the municipality?	C6	92	59.0%	64	41.0%	0.025
Do you think that the municipality responds effectively and efficiently to the needs of the community?	C7	79	51.3%	75	48.7%	0.747
Are you happy with the progress that the municipality has made so far with regard to service delivery?	C8	76	48.7%	80	51.3%	0.749
Are you happy with the role that the ward committee is playing in terms of service delivery?	C9	70	44.9%	86	55.1%	0.200
Can you safely say the municipality is doing all it can to provide better and quality services to the community?	C10	80	51.3%	76	48.7%	0.749



Four of the ten statements showed significantly different scoring patterns, with the remaining six statements having similar levels of “Yes and No” responses.

The study revealed that questions **C1**, **C2** and **C6** had more positive responses while **C3** had more negative responses. The reasons for such patterns are that **C1** (71.3% positive responses) indicates that the municipality provided water to the community. Although not all residents of the municipality had taps at their homes, boreholes had been provided for communities to have access to water. The provision of boreholes by the municipality had helped a number of residents who were in dire need of water; they were now able to receive water. With regard to **C2** where (82.2%) of the respondents felt that the municipality was doing well in the provision of electricity to the community, this was as a result of a good working relationship between the municipality and Eskom, the service provider for electricity within the municipality. The application process for electricity had been simplified in such a way that the applicants could contact the service provider directly or via the municipality. Once all the necessary documentation and information has been accepted by the service provider, an electrician from Eskom is sent to the area to install electricity. For **C6**, 59.0% of the respondents revealed that the members of

the community participated in local economic development activities within the municipality. The municipality, through ward councillors interacted and provided the necessary information to the members of the community. The eDumbe Municipality is a rural municipality therefore it has to boost economic activities in the area, together with the community for the betterment of all residents.

Other positive responses were shown in questions **C7 and C10** (51.3% and 51.3%), where the respondents revealed that they thought that the municipality responded effectively and efficiently to the needs of the community and that the municipality was doing all it could to provide better and quality services to the community. This correlates with the responses given for statement **B4.3 and B4.4** in Section B.

The negative response (66.2) to question **C3** revealed that the municipality did not provide refuse removal to the community. Such responses came from those wards in deep rural areas of the municipality as (the study was done in all 8 wards of the municipality). For six of those wards, the municipality did not provide refuse removal; it only provided services to the two wards in town (Paulpietersburg CBD and the township. For questions **C4 and C5** (55.8% and 55.4%) the responses revealed that the municipality did not provide adequate community halls and sports field in all the wards. This is as a result of a low tax base within the municipality and, prioritisation, particularly regarding the issue of community halls. Even if a ward does have a community hall, it is usually too small to accommodate large numbers of people.

Other negative responses were shown for questions **C8 and C9** (51.3% and 55.1%) where respondents revealed that they were not happy with the progress that the municipality had made so far and the role the ward committees were playing in terms of service delivery. With regard to the ward committee role, a greater number of respondents did not know their ward committee members and neither did they know how these ward committee members were elected. This poses a challenge for the functioning of the municipality as community members are not able to have

access to certain information that has to be conveyed by the councillor to the relevant ward committee and from the ward committee to the members of the community.

## **6.11 COUNCILLORS (QUALITATIVE DATA ANALYSIS)**

A total of 8 ward councillors were interviewed during the data-collection process. The researcher chose to interview ward councillors because they are directly involved with service delivery and they are accountable to the council and the community they serve.

### **6.11.1 How does managerial accountability influence the effectiveness and efficiency at the eDumbe Municipality?**

All 8 councillors (100%) were of the view that, as political heads of the municipality, their role was to oversee the functioning of the municipality and to see to it that service delivery was rendered effectively and efficiently. They also emphasized that the Municipal Manager (MM) was accountable to the Council and was also accountable for the smooth running of the municipality; he/she had to keep the Council informed of any changes that might improve or derail service delivery. As councillors they did everything in their power to see to it that the community got the best service.

### **6.11.2 How does funding influence the effectiveness and efficiency of the eDumbe Municipality?**

All councillors maintained that it was impossible for the eDumbe Municipality to provide services as they would have liked to because they relied on the government grant. The municipality's tax base was too small to provide for all the needs of the community of the eDumbe area. The revenue they generated and collected from the community went to the priority needs of the community such as water and electricity and it was insufficient. Development projects are normally financed through the Municipal Infrastructure Grant (MIG) from the Provincial Government.

As councillors they had to come up with innovative means to generate revenue through, for example, hosting the **eDumbe Marathon** and **horse racing**. These events are attended not only by eDumbe residents, but by many people who come from other provinces to witness these events thus boosting tourism and the revenue of the municipality.

### **6.11.3 How does management of resources influence the effectiveness and efficiency of the eDumbe Municipality?**

Eight out of ten councillors (80%) emphasized that they did everything possible to better utilise the few resources they had to improve the standard of living of the community of the eDumbe Municipality. They also mentioned that that they relied on the vigilance of the community to report any municipal official, political or administrative, who misused municipal property. In addition they maintained that a number of the municipal officials had been disciplined and two administrative officials had been found guilty and were dismissed. The remaining two councillors (20%) had opposing views, in that the majority of councillors in the municipality were lenient (partisan) when their own people had done wrong and in some instances nothing was done to those perpetrators of crime.

### **6.11.4 How does leadership influence the effectiveness and efficiency at the eDumbe Municipality?**

All councillors (100%) stressed that political and administrative leadership was critical in bringing stability and sustainable development to the municipality. They also raised their concerns about political intolerance and instability that engulfed the municipality from 2008 to 2010 and which crippled service delivery. The political infighting also led to the intervention of the Provincial Government in terms of Section 139 of the South African Constitution. All councillors were of the view that, currently, both political and administrative leadership was united and was trying everything it could to put the interest of the community first and above those of their respective political parties.

## **6.12 SENIOR MANAGERS**

Similar questions were asked of the 5 senior managers of the municipality. Senior managers were interviewed simply because they are appointed by the Council to see to it that the municipality carries out its political mandate as expounded by the Constitution and all local government legislations. The questions and analysis are listed below:

### **6.12.1 How does managerial accountability influence the effectiveness and efficiency at the eDumbe Municipality?**

With regard to managerial accountability, 100% of senior managers revealed that, as they were entrusted with the responsibility of seeing to it that the municipality fulfilled its political mandate; individually and collectively as they were accountable to the Council. As senior managers, they were responsible for their respective departments and from time to time they had to account to the MM; the MM was also accountable to the Council as to how the municipality carried out its functions. Senior managers were assisted by a number of Local and National Government legislations in terms of running the affairs of the municipality on a daily basis: these include: The Municipal Systems Act, The Local Government Finance Management Act, The Preferential Procurement Policy Framework Act and Broad-Based Black Economic Empowerment.

### **6.12.2 How does funding influence the effectiveness and efficiency at the eDumbe Municipality?**

In as far as funding is concerned, 100% of senior managers showed their dissatisfaction with the funding they received from the government in running the affairs of the municipality. They also acknowledged the fact that the municipality did not have a wide enough tax base to raise enough revenue; this hindered service delivery. They emphasized that they tried to use their allocated budget effectively, efficiently and economically and were trying to avoid unauthorised, irregular, fruitless and wasteful expenditure. They also maintained that they had devised, and put in place, a control system to curb unnecessary wastage.

### **6.12.3 How does management of resources influence the effectiveness and efficiency of the eDumbe Municipality?**

In terms of management of resources, 100% of senior managers revealed that scarce resources had to be properly utilised and maintained at all times. Municipal employees were being sensitized through various policies and mechanisms to utilise municipal resources properly. These mechanisms include: stock control and administration, stock maintenance and filling in of a requisition book for new stocks; all had to be authorised by the senior official in the department who was delegated to do so. It is believed that if all municipal employees adhered to the prescribed policies and regulations, the municipal resources could be properly utilised and resources would therefore last.

### **6.12.4 How does leadership influence the effectiveness and efficiency at the eDumbe Municipality?**

On leadership, 100% of senior managers were of the view that by virtue of being senior managers, they were entrusted by the Municipal Systems Act and the Council to lead the respective departments for better service delivery. They maintained that as senior managers they had to do their best to get the best out of their subordinates in terms of work performance.

From time to time as senior managers, they were expected to submit progress reports of their respective departments to the MM. The MM then gave advice and direction as to how service delivery could be improved by their respective departments. All senior managers revealed that the municipality was functioning very well under the current political and administrative leadership.

## 6.13 CORRELATIONS

Bivariate correlation was also performed on the (ordinal) data. The results are found in the appendix (see Excel sheet: Appendix: Correlations). The results indicate the following patterns.

Positive values indicate a directly proportional relationship between the variables and a negative value indicates an inverse relationship. All significant relationships are indicated by \* or \*\* (see Appendix). For example, the correlation value between “Managers make financial statements available to the community” and “Community members are involved in the formulation of the Community-Based Planning (CBP)” is 0.345. This is directly related proportionality. Respondents indicated that the more readily managers made financial statements available, the more involved community members would be in the formulation of the CBP, and vice versa. The correlation pattern shows that “Community members know where the municipality obtains its funding” and “Community members are satisfied with funding of projects undertaken by the municipality” is 0.503. This relationship shows that the more the community understands about how and where the municipality obtains its funding, the better members of the community will understand the rationale around the funding of the municipality’s projects. This is also directly related to proportionality. The relationship between the statement that “The Mayor invites members of the community to budget roadshows” and “Community members are participating in the IDP formulation process” is 0.597. Respondents indicate that the more the Mayor is accessible and invites members of the community to budget roadshows, the more enthusiastically the members of the community will participate in the IDP process of the municipality.

Negative values imply an inverse relationship. That is, the variables have an opposite effect on each other; in other words, as one increases, the other decreases. For example, the correlation value between “Community members are involved in the formulation of the Community-Based Planning (CBP)” and “Community members are satisfied with the funding of projects undertaken by the municipality” is -0.162; that is, the more community members are involved in the

CBP, the less satisfied they are with what is happening in the communities. The relationship between the responses that “Community members are participating in the IDP formulation process and “Community members are involved in the prioritization of community projects in terms of the Service Delivery Budget Implementation Plan (SDBIP)” is -0.011. This suggest that the more community members participate in the IDP formulation process, the less satisfied they are with the way in which the prioritization of the municipality’s projects is carried out. The respondents felt that the municipality did not consult them when it prioritised the projects that would be funded and undertaken for that particular fiscal year.

## **6.15 CONCLUSION**

This chapter discussed the data analysis and its findings. Based on three groups that were interviewed, the study revealed positive and negative responses to certain aspects. Managers and councillors interviewed gave positive responses to most of the statements to which they responded while members of the community also responded positively to most statements in Section B2, 3 and 4 of the questionnaire.

Negative responses were observed in Section B1-5 in which respondents were not happy with issues such as managers being transparent about the functioning of the municipality. In terms of appointments, managers were visible to the community they serve, managers make financial statements available to the community, managers gave feedback on time and managers treated members of the community with respect and dignity. These negative responses showed that managers needed to work hard in order to make sure that they improved on their working relations with members of the community and that they should also be seen in the community they serve. It is unacceptable that members of the community cannot even identify their senior managers, even on the street.

A negative response was shown to the statement that community members were satisfied with the funding of projects undertaken by the municipality. This negativity can be avoided by making sure that once the projects have been approved, members of the community are informed as to where the money for that or those

projects will come from or be raised. A negative response was also observed from statement **B3.4**: members of the community had been given Anti-Corruption Hotline for reporting fraud and corruption. Although the Anti-Corruption Hotline was on the municipality's website, not all community members browsed the internet. This type of information should be communicated to members of the community verbally by the municipality. The next chapter will focus on the conclusion and recommendations derived from the analysis and interpretation of data.

## **CHAPTER SEVEN**

### **CONCLUSION AND RECOMMENDATIONS**

#### **7.1 INTRODUCTION**

This chapter presents a high-level summary of the study that was undertaken to assess the efficiency and effectiveness of the management of service delivery: A case study of the eDumbe Municipality. The recommendations drawn from the study will enable policy-makers (eDumbe Municipality) and other municipalities who have similar challenges to implement some, or all, recommendations for effective, efficient service delivery.

#### **7.2 STATEMENT OF THE PROBLEM AND OBJECTIVES OF THE STUDY**

The purpose of the study was to assess the efficiency and effectiveness of the management of service delivery at the eDumbe municipality. The study was prompted by continuing service delivery boycotts and destruction of municipalities' properties throughout the country in recent years. These boycotts are destructive in the sense that the money that is allocated for improving the lives of the community has to be diverted to repair or rebuild those offices and halls destroyed during the protests.

The responsibility to educate and inform the members of the community about the programmes and projects that are funded for that particular year rests with the municipalities. Municipalities are required, in terms of the Local Government: Municipal Systems Act of 2000, to inform the community about the projects that will be undertaken by them through community meetings. The White Paper on Transformation of Public Service Delivery of 1997 also stresses the importance of putting people first in terms of the *Batho Pele* principles.

The main objectives of the study were to:

- Understand how managerial accountability influence the effectiveness and efficiency of service delivery of the eDumbe Municipality;
- Determine how funding influence the effectiveness and efficiency of the eDumbe Municipality;
- Ascertain how management of resources influence the effectiveness and efficiency at the eDumbe Municipality;
- Understand how leadership influences the effectiveness and efficiency of the eDumbe Municipality; and
- Assess the quality of service delivery provided by the eDumbe Municipality.

The key questions to be answered included the following:

- How does managerial accountability influence the effectiveness and efficiency of the eDumbe Municipality?
- To what extent does funding influence the effectiveness and efficiency of the eDumbe Municipality?
- How does management of resources influence the effectiveness and efficiency of the eDumbe Municipality?
- How does leadership influence the effectiveness and efficiency of the eDumbe Municipality?
- To what extent does the community influence the quality of service delivery offered by the eDumbe Municipality?

To answer these questions, the researcher undertook to evaluate the current trends with regard to the management of services by the eDumbe Municipality and produce an operational framework based on a literature review that will guide the municipality in improving on efficiency, effectiveness, governance and management of its service delivery. The researcher also proposes a model for successful implementation (see Chapter 2), and provides recommendations on how to improve on service delivery.

### 7.3 CONCLUSION

The first objective of the study was to understand how managerial accountability influences the effectiveness and efficiency of the eDumbe Municipality. There were five statements under this theme that the respondents had to respond. The analysis of the research results revealed that the respondents responded negatively on all five questions (see Chapter 6). These results are worrying and show that the managers are perceived not to be reneging on their duties regarding service delivery at the eDumbe Municipality.

The second objective of the study was to understand the extent to which the funding influences the effectiveness and efficiency in service delivery at the eDumbe Municipality. The respondents were expected to respond on seven statements under this theme. The results of the study showed that the respondents responded positively on five of the seven questions and responded negatively on two questions. The respondents responded negatively on statement **B2.4** that reads: Community members are involved in the prioritization of community projects in terms of the Service Delivery Budget Implementation Plan. With this 9.6% and 29.9% strongly agreed and agreed respectively with the statement, 29.9% were neutral whereas 14.6% and 15.9% disagreed and strongly disagreed with the statement. These types of responses pose major challenges regarding the extent of the community's involvement in the Integrated Development Plan and prioritisation of the ward projects in each ward of the municipality.

On statement **B2.7** that reads, Community members are satisfied with the funding of projects undertaken by the municipality, the responses were also negative: 12.7% and 21.0% respectively strongly agreed and agreed to the statement, 27.4% were neutral, whereas 25.5% and 13.4% respectively disagreed and strongly disagreed with the statement. Such responses show that the community does not get feedback either from their respective ward councillor or the entire municipality as to how money is allocated amongst all the projects of the community as per ward plan and Integrated Development Plan.

The third objective of the study looked at how management of resources influences the effectiveness and efficiency in service delivery at the eDumbe Municipality. There were five statements under this theme to which the respondents needed to respond to. On three of the statements, there were positive responses from the respondents. Negative responses were obtained regarding the statement **B3.4** that reads: Members of the community have been given the Anti-Corruption Hotline for reporting fraud and corruption. Here 4.5% and 21.8% of the respondents, respectively strongly agreed and agreed with the statement, 41.0% were neutral, whereas 17.9% and 14.7% disagreed and strongly disagreed respectively. Such responses show that although members of the community are encouraged to report fraud and corruption to any municipal official, they are not provided with any alternative means of reporting fraud and corruption. Clearly, most were not familiar with “Hotline”.

Negative responses were also observed on statement **B3.5** that reads: Members of the community are given feedback on how municipality resources are managed. Here 7.1% and 31.4% strongly agreed and agreed respectively with the statement, 26.9% were neutral, whereas 18.6% and 16.0% disagreed and strongly disagreed respectively. These responses show that the municipality has to strengthen its communication strategy for better service delivery at the eDumbe Municipality.

The fourth objective of the study looked at how leadership influences the effectiveness and efficiency in service delivery at the eDumbe Municipality. There were five statements to which respondents were required to respond. The study revealed that positive responses were obtained for all statements. These responses showed that the political leadership of the eDumbe Municipality was providing a good service by making sure that the vision of the municipality was realised through commitment of all political leadership of the municipality.

The fifth objective of the study (Section C) looked at the extent to which the community influences the quality of service delivery offered by the eDumbe Municipality. There were ten questions to which respondents had to respond. On six questions, the respondents responded positively, and responded negatively to four of these statements. The negative responses were obtained from the question

**C3** that reads: Does the municipality provide refuse removal for the community? Here 33.8% said yes and 66.2% of the respondents said “no”. Such negative responses were due to the fact that the municipality has one township and a town where refuse removal is provided. The rest of the places are in deep rural areas where such a service is not provided. Negative responses were also obtained on question **C4** that reads: Do members of the community have adequate community halls within the municipality? Here 44.2% of the respondents responded positively and 55.8% responded negatively. This might be community meetings. Negative responses were also observed on question **C5** that reads; Do members of the community have playing fields/sports fields for entertainment? 44.6% of the respondents responded positively whilst 54.4% responded negatively. This might be caused by poor attendance of the youth at community meetings where such issues are raised. Negative responses were also observed on question **C9** that reads: Are you happy with the role played by the ward committees in terms of service delivery? Of the respondents 44.9% responded positively whilst 55.1% responded negatively. This might be caused by the community not attending community meetings or lack of visibility of the ward committee members themselves. Other respondents stated that they did not know their ward community members.

The study also revealed that there were no Whites that participated in the study and, those that were targeted did not want to be part of the process. No reasons were cited for their non-participation.

## **7.4 RECOMMENDATIONS**

Stemming from the research results the following recommendations are proposed:

- Managers should be visible to the community they serve. The municipality must make it its responsibility to introduce their senior management to the community for them to know who their administrative leaders are. This is in line with the *Batho Pele* principles.
- On the issue of making financial statements available to the public, the municipality must make it their obligation to inform the community about the

availability of the financial statements. Not all members of the community visit the municipality's offices, such matters should be conveyed during community meetings.

- On the issue of management of municipal resources, councillors should be very vigilant and act decisively to punish and in some instances take legal action against those officials who abuse municipal resources, even if the perpetrator is from their own political party.
- Members of the community should be treated with dignity as expounded in the *Batho Pele* principles. It is recommended that the entire municipality's administrative staff should be inducted regarding customer services, particularly *Batho Pele* principles as they relate to better service delivery.
- Community members should be involved in the prioritisation of community projects in terms of the Service Delivery Budget Implementation Plan. This should be done at ward level when drafting a community ward plan that will feed into the Integrated Development Plan of the municipality. The community should also be encouraged to participate in the drafting of the community ward plans as it contains the needs of the wards.
- Community members are not satisfied with the funding of projects undertaken by the municipality. It is proposed that the municipality must inform the community about the projects that are funded for the current year. This will alleviate the problem of the community complaining and the service delivery boycotts that are associated with poor service delivery. It is also recommended that when the project has been funded and is delayed for one reason or another, the community be informed before disruptions happen in terms of the principle "**REDRESS**" of the *Batho Pele* principles.
- Members of the community must be given the Anti-Corruption Hotline number at community meetings to report fraud and corruption. The municipality should not take for granted that as the Anti-Corruption Hotline is on the municipality's website, everybody knows about it.
- Members should be informed at community meetings as to how municipality's resources are managed. As annual reports are displayed in municipal offices, not all members of the community have access to them. The municipality has to cater for those community members who cannot

read and write to be able to know how the municipality's resources are managed.

- Provision of refuse removal is a responsibility of the municipality in terms of the South African Constitution. The municipality has a responsibility to provide such service where it is needed. If such a service cannot be provided, a reason has to be given and when it can be provided.
- Community members should raise the issue of the building of community halls in their respective ward meetings so that these needs can be included in the ward plan that will feed into the Integrated Development Plan.
- Building of playing fields/sports grounds must be prioritised at ward community meetings especially when the area where the sports field will be built has been identified.
- Progress made or problems encountered by the municipality in terms of service delivery have to be communicated to members of the community so that they will be aware of what is happening in their area.
- The ward committee has a huge role to play in terms of service delivery as they are a link between the municipality, the councillor and the community. The ward committee, therefore has to assist the councillor in addressing the issues of the community by forwarding the concerns of the community to the councillor and the councillor must present such issues in the Municipal Council. The ward committee members should be trained and capacitated to perform their duties effectively and efficiently.
- Lastly, the White South African population should be encouraged to participate in the activities of the municipality as they are legitimate residents of this country. Democracy that South Africans enjoyed and cherish nowadays should be enjoyed by all racial groups.

## **7.5 CONCLUDING REMARKS**

Considering the above recommendations, it is evident that the Edumbe Local Municipality had to come up with the mechanisms for improved community involvement in the IDP process in order to improve service delivery. It can be said that research need to be conducted on the application and adherence to the Batho Pele principles as an effective and efficient mechanism for improved service delivery.

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## **Annexure 2**

**Letter requesting permission to conduct research: eDumbe Municipality**

5 Escombe Road  
Scottsville  
Pietermaritzburg  
3209  
6 March 2015

The Honourable Mayor  
Cllr B.M. Nxusa  
Edumbe Local Municipality  
Private Bag X 308  
Paulpietersburg  
3180

Dear Sir

**RE: REQUEST TO CONDUCT RESEARCH**

I request your permission to conduct research at eDumbe, in all 8 wards of the municipality. I am a doctoral student and a lecturer in the Department of Public Management, Law and Economics at Durban University of Technology – Riverside Campus. The title of my thesis is: **“An assessment of efficiency and effectiveness of the management of service delivery: A case study of eDumbe Municipality”** and is done through the University of KwaZulu-Natal (Westville Campus).

The sample size of the study is 183, comprises of 160 respondents from 8 wards (20 from each ward), 5 senior managers/director’s and 15 political office bearers (councillors). All data collected and analysed will be strictly confidential and will be used for research purposes only. A copy of the letter of approval of the proposed

thesis by the Ethics committee in the School of Management, Information Technology and Governance can be obtained on request.

Thanking you in advance.

Yours faithfully

.....

Zwane Z.M. (Mr)

033 845 8874 (work)

0630006560 (mobile)

[zwelithiniz@dut.ac.za](mailto:zwelithiniz@dut.ac.za)

### **Annexure 3**

#### **Acceptance Letter: eDumbe Municipality**

# éDumbe Municipality

10 Hoog Street  
Private Bag X308  
PAULPIETERSBURG 3180



☎ : (034) 995 1650  
Fax : (034) 995 1192  
edumbekz261@mweb.co.za

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ALL CORRESPONDENCE TO BE ADDRESSED TO THE MUNICIPAL MANAGER

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25 November 2015

**Mr Z.M. Zwane**  
5 Escombe Road  
Scottsville  
PIETERMARITZBURG  
3209

zwelithiniz@dut.ac.za

Mr Zwane,

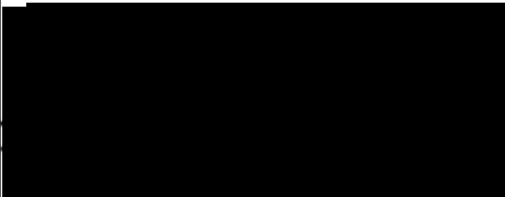
## **REQUEST TO CONDUCT RESEARCH**

éDumbe Municipality accepts your request to conduct your research on efficiency and effectiveness of the management of service delivery in all éDumbe Municipality wards, for research purposes only.

The municipality trusts that all data collected and analysed will be respected and dealt with confidentially.

We wish that your case study of éDumbe Municipality will be beneficial for your thesis.

Yours sincerely,

  
MUNICIPAL MANAGER

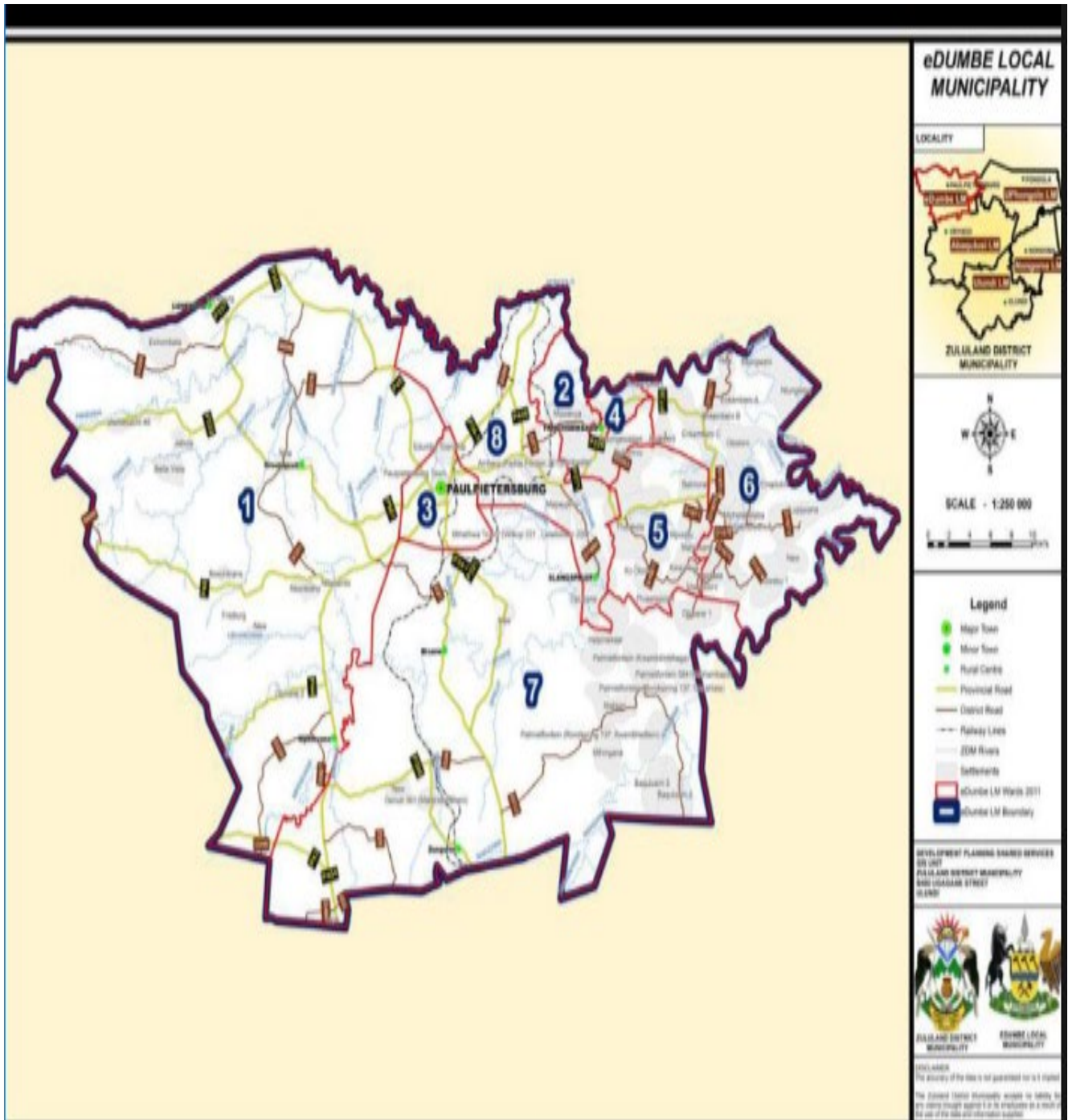
## **Annexure 4**

### **Language Practitioner**



## **Annexure 5**

### **Topographic Map: eDumbe**



## **Annexure 6**

### **Questionnaire**

**College of Law and Management Studies  
School of Management, IT & Governance**

**Doctor of Administration Research Project**

**Researcher: Mr Zwelithini Michael Zwane (033) 845 8874**

**Supervisor: Prof TI Nzimakwe (031) 260 2606**

**Research Office: Ms. M Snyman (031) 260 8350**

Dear Respondent

I, **Zwelithini Michael Zwane (200200264)**, a Doctor of Administration candidate at the School of Management, IT & Governance of the University of KwaZulu-Natal (Westville Campus). You are invited to participate in a research project entitled “**An assessment of the efficiency and effectiveness of the management of service delivery: A case study of eDumbe Municipality**”.

The aim of the study is to determine how funding influences the effectiveness and efficiency and at the same time, ascertain how management of resources influences the effectiveness and efficiency at eDumbe Municipality. The results of the study are intended to improve service delivery and better utilisation of municipal resources at eDumbe Municipality.

Your participation in the study is voluntary and by participating, you are granting the researcher permission to use your responses. You may refuse to participate or withdraw from the study at any time with no negative consequences. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management, IT & Governance and your responses will not be used for any purposes outside of this study.

If you have any questions or concerns about completing the questionnaire or about participating in the study, you may contact me or my supervisor at the numbers listed above.

The survey should take you about 15 minutes to complete. I hope you will take time to complete this survey.

Researcher's signature.....

Date.....

**CONSENT**

I ..... (full names of participants) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I desire.

SIGNATURE OF PARTICIPANT

DATE

.....

.....

**IMPORTANT: (Please mark the appropriate box with (X) and explain where necessary).**

**SECTION A: DEMOGRAPHICS**

<b>1. Indicate your gender</b>	
Male	
Female	
Other (specify)	

<b>2. Indicate your age</b>	
18-24	
25-29	
30-34	
35-39	
40-44	
45-49	
50 and above	

<b>3. Race</b>	
African	
Coloured	
Indian	
White	
Other (specify)	

<b>4. Highest level of education</b>	
Primary	
Secondary	
Diploma	
Degree	
Post-graduate	

## SECTION B: SERVICE DELIVERY IMPERATIVES

Please mark the following statements with (X) in the appropriate box to a state that suits your choice.

Strongly agree- SA (1)

Agree- A (2)

Neutral- N (3)

Disagree-D (4)

Strongly Disagree (5)

### 1. How managerial accountability influence the effectiveness and efficiency in service delivery at the eDumbe Municipality

Statements	Strongly Agree (1)	Agree (2)	Neutral (3)	Disagree (4)	Strongly Disagree (5)
Managers are transparent about the functioning of the municipality in terms of appointments					
Managers are visible to the community they serve					
Managers make financial statements available to the community					
Managers give feedback on time to the community on issues raised					
Managers treat members of the community with dignity and respect					

### 2. How funding influences the effectiveness and efficiency of service delivery at the eDumbe Municipality.

Statements	Strongly Agree (1)	Agree (2)	Neutral (3)	Disagree (4)	Strongly Disagree (5)
Community projects are funded as per the needs of the community through the Integrated Development Plan (IDP).					
Community members participate in the IDP					

formulation process					
Community members knows where the municipality obtains its funding					
Community members are involved in the prioritization of community projects in terms of the Service Delivery Budget and Implementation Plan (SDBIP)					
Community members are involved in the formulation of the Community-Based Planning (CBP)					
The Mayor invites members of the community to budget roadshows					
The municipality get adequate funding to execute its political mandate from the national government					

**3. How management of resources influences the effectiveness and efficiency in service delivery at the eDumbe Municipality.**

<b>Statements</b>	<b>Strongly Agree (1)</b>	<b>Agree (2)</b>	<b>Neutral (3)</b>	<b>Disagree (4)</b>	<b>Strongly Disagree (5)</b>
Community members are vigilant in eradicating wastage of municipality resources					
Members of the community feel free to report wrongdoing to their councillor or to any municipality official					
The municipality encourages members of the community to report fraud and corruption					
Members of the					

community are aware of the Anti-Corruption Hotline for reporting fraud and corruption					
Members of the community are given feedback on how municipal resources are managed					

**4. How leadership influences the effectiveness and efficiency in service delivery at the eDumbe Municipality.**

<b>Statements</b>	<b>Strongly Agree (1)</b>	<b>Agree (2)</b>	<b>Neutral (3)</b>	<b>Disagree (4)</b>	<b>Strongly Disagree (5)</b>
The Municipal Manager gives direction to the municipality in terms of accomplishing the municipality's vision					
The Mayor and all councillors play a vital role in the achievement of the municipality's vision					
Municipal senior managers acknowledges input from the community relating to the achievement of the municipality's vision					
The political leadership acknowledges the concerns of the community in the achievement of the municipality's vision					
Political leadership contributes to the achievement of the political mandate of local government					

**SECTION C: AN ASSESSMENT OF THE PROVISION OF SERVICE DELIVERY  
AT THE eDUMBE MUNICIPALITY**

**IMPORTANT NOTICE: PLEASE MARK/TICK THE APPROPRIATE BOX**

	Yes	No
Does the municipality provide water to the community?		
Does the municipality provide electricity to the community?		
Does the municipality provide refuse removal to the community?		
Does the community have adequate community halls within the municipality?		
Do members of the community have playing fields/ sports field for recreation and entertainment?		
Do members of the community participate in local economic development activities within the municipality?		
Do you think that the municipality responds effectively and efficiently to the needs of the community?		
Are you happy with the progress that the municipality has made so far with regard to service delivery?		
Are you happy with the role that the ward committee is playing in terms of service delivery?		
Can you safely say the municipality is doing all it can to provide better and quality services to the community?		

**Your participation and contribution to this study is much appreciated. Thank you.**

## **Annexure 7**

### **Ethical Clearance**



01 March 2016

Mr Zwelithini Michael Zwane (200200264)  
School of Management, IT & Governance  
Westville Campus

Dear Mr Zwane,

Protocol reference number: HSS/0153/0160

Project title: An assessment of the efficiency and effectiveness of the Management of Service Delivery: A case study of eDumba Municipality

**Full Approval – Expedited Approval**

In response to your application dated 11 February 2016, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

Please note: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Dr Shonuka Singh (Chair)

/ms

Cc Supervisor: Professor TI Makinawe  
Cc Academic Leader Research: Professor Brian McArthur  
Cc School Administrator: Ms Angela Pearce

**Humanities & Social Sciences Research Ethics Committee**

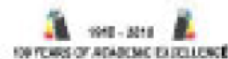
Dr Shonuka Singh (Chair)

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## **Annexure 8**

### **Hypothesis Testing**



**Annexure 9**  
**Correlations**

