

UNIVERSITY OF KWA ZULU-NATAL

**A CRITIQUE OF SERVICE DELIVERY IN RURAL MUNICIPALITIES WITH PARTICULAR
REFERENCE TO NDWEDWE LOCAL MUNICIPALITY**

BY

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DECLARATION

I, Eugene Sbusiso Msomi, a Master of Public Administration (MPA) student at the University of KwaZulu-Natal in the School of Management, IT and Governance declare that:

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DEDICATION

I would like to dedicate this piece of work to the entire **MSOMI FAMILY** for their support and words of encouragements when the journey got tough.

A special gratitude to my sons (**NTOKOZO AND NTANDO**) for their understanding when I was always away on numerous occasions in pursuing the research project.

A special dedication to my late parents (**MR JACOB MSOMI & GETRUDE MSOMI**) who has been a pillar of strength since my early years of schooling and who compromised everything to ensure that I further my studies at the university level. Their words of encouragement have never gone unnoticed.

Finally, this dissertation is written in honour of my late two sisters (**NTOMBENHLE & LUNGILE**). May their soul rest in peace.

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ABSTRACT

The outcomes of the 2016 local government elections reflect the dissatisfaction of the citizens with the government's pace of service delivery. These results also indicate that the ruling party, African National Congress (ANC) has not kept promises of the improved and high quality of services. This is particularly relevant for Ndwedwe community which is still lacking basic municipal services.

South Africa consists of three levels of government, namely the national, provincial as well as local government. Out of these levels of government, the local government sphere becomes the most important since it is closest to the people and it is mandated by the Constitution (RSA, 1996) to deliver services to the citizens efficient, effectively and economically. Local government is divided into three (3) categories: namely metropolitan, district and local councils. The majority of local councils are concentrated in rural areas and have backlogs on basic services and infrastructure.

The current study was conducted at Ndwedwe Local Municipality to gauge the resultant impacts of local government restructuring and transformation process for small rural municipalities in the Province of Kwa Zulu-Natal. To this end, the South African local government has contributed significantly in improving social lives for local citizens and facilitating local democracy. The current study argues that, while the Ndwedwe Municipality has benefited through democratic processes of South African local government, there is much which needs to be addressed regarding its service delivery and communication strategies. For example, a significant progress has been made in the delivery of water and sanitation, electricity and housing, however this is not enough since these services have not yet reached the majorities of citizens of this local authority. Furthermore, community participation strategies and IDP processes of the municipality need to be improved by incorporating values of good governance such as openness, transparency and more consultation.

Access to basic services like medical care, clean running water and sanitation, compounded by non-availability of facilities within the Ndwedwe area was among major challenges highlighted in the current study. These challenges result in the spread of numerous diseases caused by polluted water and poor health care services. Against this background, it is

recommended that the Ndwedwe Local Municipality prioritize its budget towards the development of infrastructure and the escalation of services in the communities of Ndwedwe area. Facilities like parks and sports fields for youth should be mobilized through collaboration with other metro councils and the private sector to take the Ndwedwe youth off the street.

The study has reviewed the relevant literature of local government to documents contemporary trends in local government and to identify service delivery gaps which need immediate attention. The revitalization of the South African local government is also essential in realizing the Sustainable Development Goals which are designed to steer socio-economic opportunities for local citizens.

The study used the mixed method approach to obtain sufficient empirical data from the community members and officials of Ndwedwe Local authority. The community members were drawn from three areas of Ndwedwe, namely, Maphephetheni, Njoboyinye and Thafamasi. Quantitative research was conducted to gauge the perceptions of the residents about the services provided by the municipality. Qualitative research was conducted with the municipal officials who shed some light about services provided by the municipality and the challenges which have been encountered along the way.

The findings of the study clearly indicate that the Ndwedwe area comprises a highly illiterate population, which makes it extremely difficult for the municipality to obtain appropriate skills to assist in the development of the area. Furthermore, the Ndwedwe area is also confronted by a high level of unemployment which is a culmination of the scarcity of academic skills mentioned above. Education centres should be opened for the majority of youth and adults who have missed educational opportunities for a number of reasons and this should be done in collaboration with the Kwa Zulu-Natal Department of Education. In addition, community projects through the Department of Public Works should be a matter of priority in the Ndwedwe area in order to minimize the unemployment rate by creating job opportunities.

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ACRONYMS

AG	Auditor-General
ANC	African National Congress
APC	African Peoples Convention
CDE	Centre for Development Enterprise
COGTA	Co-operative Governance and Traditional Affairs
EPOII	Effective Planning, Organisational, Implementation and Improvement
EPWP	Expanded Public Works Programme
FC	Final Constitution
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution
IC	Interim Constitution
IDP	Integrated Development Planning
IFRA	Intergovernmental Fiscal Relations Act
ILO	International Labour Organisation
IPAP	Industrial Policy Action Plan
IRFA	Intergovernmental Relations Framework Act
LED	Local Economic Development
LGNF	Local Government Negotiating Forum
LGSETA	Local Government Sector Education and Training Authority
LGTA	Local Government Transition Act
LGTAS	Local Government Turn Around Strategy
MEC	Member of Executive Council
MFMA	Municipal Finance Management Act
MIP	Municipal Infrastructure Program
MLC	Metropolitan Local Council
NCBF	National Capacity Building Framework
NDC	National Democratic Convention
NADECO	National Congress and National Democratic Convention
PAA	Public Audit Act
NFP	National Freedom Party
PCC	President's Co-ordinating Council
PGDS	Provincial Growth and Development Strategy
PSEDS	Provincial Spatial Economic Development Strategy
RDP	Reconstruction and Development Programme

SALGA	South African Local Government Association
SACN	South African Cities Network
SDF	Spatial Development Framework
SMME	Small Medium Micro Enterprises
TEC	Transitional Executive Committee
TBVC	Transkei, Bophuthatswana, Venda and Ciskei
WPLG	White Paper on Local Government
MIP	Municipal Infrastructure Programme

CHAPTER ONE

BACKGROUND TO RESEARCH PROBLEM

1.1 INTRODUCTION

Local government is where service delivery begins. This level of government is about what happens in various homes, on the street and in the community (Fourie and Opperman, 2007:2). If good governance cannot be achieved at this level, there cannot be any claim that South Africa has truly transformed. Local Government in South Africa has come a long way from the period when there were large numbers of racially segregated municipalities. According to Nealer (2011:22), in 2000 more than 800 municipalities were merged into 284 municipalities and thereafter 278 municipalities. These municipalities cover all areas of the country, and are focused on growing local economies and maintaining the provision of existing basic municipal services, as well as extending these services to areas of responsibility that were previously neglected by the apartheid government. Nonetheless, gaps in infrastructure and basic public service still exist in most communities. In these communities, public services are very unequal, especially for people living in the rural areas of South Africa (Khosa, 2000: 3).

Service delivery is one of the responsibility of municipalities which is enshrined in the 1996 South African Constitution. For example, Section 152 (1) (b) states that one of the objects of local government is to ensure the provision of services to communities in a sustainable manner. Service delivery is the provision of public activities, and benefits in a sustainable manner. Services relate both to the tangible public goods such as the provision of water and sanitation, electricity, human settlement, and waste removal and intangible services such as South Africa's global economic partnerships with the developed nations (Fox and Meyer, 1995:118). In addition, municipal services must be equitable and accessible, be provided in a manner that is conducive to the prudent; economic; efficient and effective use of available resources as well as the improvement of standards of quality over time, be financially and environmentally sustainable; and be regularly reviewed with the purpose of upgrading extension and improvement (Crythorne, 2006:159).

To achieve these objectives, Crythorne (2006:159) postulates that a municipality is required to give effect to the provision of the Constitution and in so acting to give priority to the basic needs of the local community, and to ensure all members of the local community have access to at least the minimum level of basic municipal services. In this regard, a basic municipal service is the one that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety of the environment (Crythorne, 2006:98).

The South African Constitution (1996) establishes three categories of municipalities:

1.1.1 CATEGORY A OR METROPOLITAN MUNICIPALITIES

These are municipalities that have exclusive municipal executive and legislative authority in their areas. They are characterised by high population density, intense movement of people, goods and services, multiple business districts and industrial areas as well as centre of economic activity with a complex and diverse economy (Fourie & Opperman,2007:1).

1.1.2 CATEGORY B OR LOCAL MUNICIPALITIES

These are municipalities that share municipal executive and legislative authority in their areas with a category C or district municipality. Local municipalities are established in areas that do not meet the criteria set out for metropolitan municipalities (Fourie & Opperman 2007:3).

1.1.3 CATEGORY C OR DISTRICT MUNICIPALITIES

According to Fourie & Opperman (2007:3) District municipalities are municipalities that have municipal executive and legislative authority in an area that includes more than one local municipality. All local municipalities fall within the area of a district municipality.

1.2 STUDY AREA

The Ndwedwe Municipality has been chosen as the main case study for this research. This municipality is one of the four local authorities within the iLembe District Municipality. In articulating the service delivery challenges in Ndwedwe Local Municipality, Moyo (2006:38) states that the municipality is extremely vast and highly rural with several signs of poverty and despair. It also lacks basic services such as clean running water, proper roads, basic infrastructure and numerous other facilities that are essential necessities for a decent human life. The Municipal IDP Document (2013-2014) states that the Ndwedwe Municipality borders in the east to KwaDukuza municipality and in the north to the Maphumulo District. The majority of the area (68%) consists of tribal authorities and ranging from topographically fragmented to steep and dramatic. Within the regional context much of the Ndwedwe Municipality represents the former KwaZulu homeland consisting of traditional settlements areas which, while located in relative close proximity to major urban and economic developments, including King Shaka International Airport and Dube Tradeport, have remained substantially underdeveloped, disadvantaged and poor. According to the 2007 Community Survey, Ndwedwe is in extent of 1153 square kilometers and accommodates a population of 134 326 people. Overall settlements densities are approximately 145 people per km (iLembe District Municipality, 2012:32).

The study focuses mainly on the level of service delivery in this Municipality, and further investigates the main root causes of problems hindering effective and proper delivery of services to the people of Ndwedwe. The study utilised numerous resources within Ndwedwe Municipality such as ward committees, councilors, traditional authorities and ordinary residents in order to gather data regarding the above disparities. Furthermore, an empirical survey was conducted with the members of the community regarding their perceptions of the municipal service delivery.

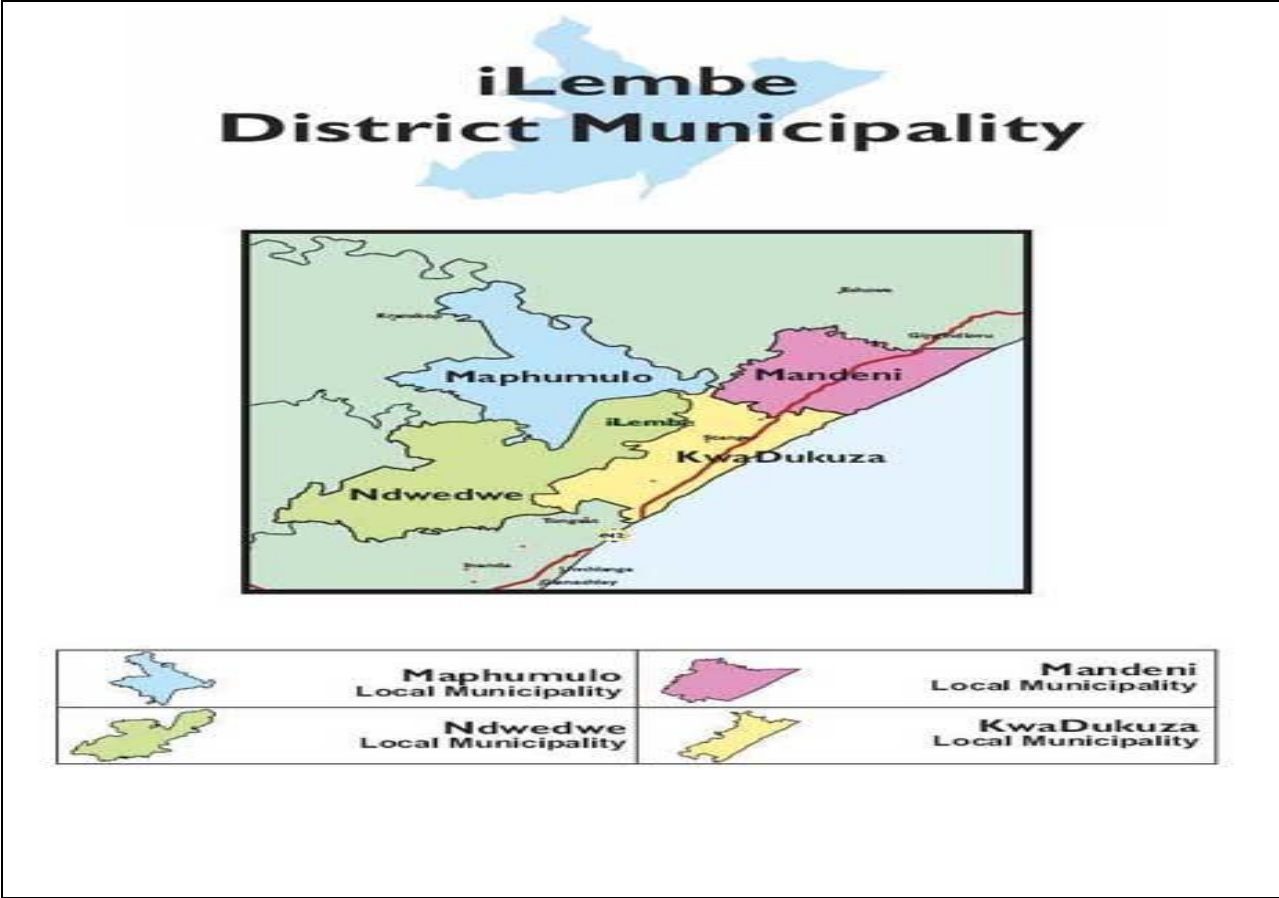


Figure 1: The Map showing Ndwedwe Local Municipality in iLembe District Municipality Source (Ndwedwe Local Municipality, IDP: 2013-2014)

1.3 MOTIVATION FOR THE STUDY

The study is motivated by the realisation of the gap in terms of service delivery between citizens who resides in the urban areas and their counterparts residing in the rural areas. This gap presents a niche area of research since service delivery in South Africa is no longer the privilege for the few minorities but a basic human right for all citizens. In addition, the Constitution (RSA, 1996) states that services should be provided impartially, fairly and without bias. With regard to Ndwedwe Local Municipality, the plight of citizens, while voting and electing their representatives, like any other citizens in South Africa are still subjected to poverty and despair. Furthermore, the municipality inherited huge service delivery backlogs from the apartheid legacy. This study is therefore conducted as a social investigation into the factors hindering

service delivery in this municipality. It also proposes the normative model for Effective Planning, Organisational, Implementation and Improvement (EPOII) which will assist the municipal officials of Ndwedwe Municipality in terms of applying service delivery policies and the implementation of such policies. The model is discussed in chapter six of the current study.

1.4 RESEARCH OBJECTIVES

The general objective of the study is to ascertain the implications of local government restructuring and transformation in South Africa with particular reference to the service delivery mechanisms in Ndwedwe Local Municipality.

The specific objectives of the study were to:

- Evaluate and assess the current state of service delivery within Ndwedwe Local Municipality.
- Identify political, legislative and administrative challenges that may confront municipal officials in their pursuit of service delivery to the citizens.
- To assess the level of compliance by Ndwedwe Local Municipality with the local government legislation of service delivery.
- To investigate whether municipal functionaries (ward committees, ward councilors, traditional leaders and community organisations) of Ndwedwe Local Municipality are properly capacitated to deal with service delivery matters.
- To evaluate the role played by the Ndwedwe Local Municipality and its external stakeholders in enhancing service delivery.

The research questions guiding the study are formulated in line with the study objectives.

1.5 RESEARCH QUESTIONS

The study is designed to respond to the question of whether Ndwedwe Local Municipality has potential and capacity to provide decent and quality services that are efficient, effective and helps citizens to realise their basic human rights. The study will further respond to the following key questions:

- What is the current state of municipal service delivery at Ndwedwe Local Municipality?
- What are the barriers and challenges confronting the officials of Ndwedwe Local Municipality regarding the provision of quality municipal services?
- Does Ndwedwe Local Municipality comply with the local government legislation, especially Municipal Financial Management Act (56 of 2003) and other various pieces of legislation governing municipalities in South Africa?
- What are the training programmes available at Ndwedwe Local Municipality to capacitate the skills of the municipal officials?
- What is the status of the relationship between Ndwedwe Local Municipality and its external service delivery stakeholders?

These key questions guided the literature and empirical survey of the study. Furthermore, the research findings gathered through mixed method data collection techniques are presented and analysed in chapter five of this dissertation.

1.6 RESEARCH METHODOLOGY

The study provides, critiques and evaluates the level of municipal service delivery in rural municipalities using Ndwedwe Local Municipality as a case study. In doing so, the researcher reviewed municipal IDP documents, Annual Reports and other pertinent documents of local government and service delivery in South Africa and abroad. In addition, the study used a mixed method approach to collect data from municipal officials and general members of the community. For the quantitative survey, 100 sets of questionnaires were administered to the community members and for qualitative survey, 15 sets of interviews were conducted with municipal officials. The study was conducted with three communities of Ndwedwe Local

Municipality, for example, Maphephetheni, Njoboyinye and Thafamasi. The study is guided by specific research paradigms. These paradigms include ontology, epistemology and positivistic research paradigms. The purpose of these paradigms is to explain the nature of knowledge production and its role in a scientific study.

The rationale for using a mixed method approach was to collect sufficient data enabling the researcher to reach concrete conclusions and submit recommendations for future studies in the field of local government and service delivery.

Creswell (2006:48) provides the following advantages of using a mixed method approach in a study:

- It provides more comprehensive evidence for studying a research problem than either quantitative or qualitative research alone.
- It helps answer questions that cannot be answered by qualitative or quantitative approaches alone.
- It encourages researchers to collaborate across the sometimes adversarial relationship between quantitative and qualitative researchers.
- It encourages the use of multiple worldviews or paradigms rather than the typical association of certain paradigms for quantitative researchers and others for qualitative researchers
- It is “practical” in the sense that the researcher is free to use all methods possible to address research problem.

Through the mixed method approach, the researcher manages to collect sufficient data from research participants, which subsequently assisted in drawing conclusions and proposing recommendations for effective delivery of services at local government in a decentralized state such as South Africa.

1.7 LIMITATIONS OF THE STUDY

The study experienced the following challenges:

Firstly, amongst the respondents, targeted by the researcher was the Mayor of Ndwedwe Local Municipality who could not be reached due to busy schedule of meetings and other official commitments. It is assumed that the Mayor could have articulated issues of political nature of service delivery in the municipality. This is due to the fact that the scope of the Municipal Manager is only limited to the administrative and operational issues of the municipality. Secondly, most traditional leaders could not offer much on this study since their knowledge is strictly on traditional issues than on developmental matters. Thirdly, the information gathered from most ward councillors and members of the ward committees was a repetition of data from the Municipal Manager and was not helpful. Lastly, the unwillingness of some community members to participate in the empirical survey was another challenge experienced by the researcher. For example, out of 132 questionnaires administered, only 100 were returned to the researcher.

1.8 CHAPTER OUTLINE

This dissertation is structured as follows:

Chapter One: Background to the Research problem

This chapter serves as a foundation for the entire study. It outlines the research problem, research objectives and key questions guiding the study. The challenge of inadequate service delivery, poverty and underdevelopment facing citizens of Ndwedwe local Municipality is presented. Furthermore, a research methodology serving as a framework for investigating service delivery challenges in this local municipality is discussed and rationalized.

Chapter Two: Local Government Restructuring and Transformation with Particular Reference to Ndwedwe Local Municipality

This chapter provides a conceptual and theoretical framework of local government in South Africa. The first part deals with local government restructuring and transformation with particular

reference to Ndwedwe Local Municipality. The later part presents a holistic overview of a democratized system of local government in South Africa and its impact on local municipalities.

Chapter Three: Service Delivery in Ndwedwe Local Municipality

This chapter provides theoretical foundations of the study, that is municipal service delivery with particular emphasis on the rural municipalities. These theoretical foundations are linked and aligned with service delivery in Ndwedwe Local Municipality. Furthermore, the chapter presents more detailed information on service delivery challenges and service delivery protests in the municipal area.

Chapter Four: Research Methodology

This chapter presented the research design of the study, research methodology, data collection tools and the ethical code underpinning research. The methodological approach which includes a mixed method approach is aligned with the current study.

Chapter Five: Data Presentation, Analysis and Interpretation

This chapter is twofold. Firstly, it outlines the presentation and quantitative and qualitative data. Secondly, it presents the analysis and interpretation of qualitative and quantitative data. Graphs and tables of quantitative data are presented. In addition, the thematic analysis for qualitative data is presented.

Chapter Six:

This chapter identifies key findings emanating from both the literature and empirical research. It offers recommendations based on the findings, furthermore, the chapter serves as a summary of all chapters and their conclusions. It also discusses the model, which serve as a framework for improving local governance and service delivery in Ndwedwe Local Municipality.

1.9 CONCLUSION

This chapter serves as a backbone and a guide to the entire study conducted within the Ndwedwe Local Municipality in the Province of Kwa Zulu Natal. It argues that municipal service delivery is the main necessity for the realisation of human rights, however, some municipalities, particularly

in rural communities lack capacity and expertise to deliver such services. Research objectives and study questions are clearly articulated to ensure that the study responds to the key variables as identified in the study. With regard to research methodology, the study used mixed –method approach which synthesises the elements of a quantitative and qualitative research in a single study. This was deemed necessary to solicit sufficient service delivery information either through interviews (qualitative research) or research questionnaires (quantitative research). Beside municipal functionaries, study participants were drawn from three communities that is, Maphephetheni, Njoboyinye and Thafamasi of Ndwedwe Municipality. The next chapter discusses local government restructuring and transformation in South Africa with particular reference to Ndwedwe Local Municipality. It mainly focusses on local government structures and systems which were introduced under democratic local governance and their resultant impacts for service delivery.

CHAPTER TWO

LOCAL GOVERNMENT RESTRUCTURING AND TRANSFORMATION WITH PARTICULAR REFERENCE TO NDWEDWE LOCAL MUNICIPALITY

2.1 INTRODUCTION

For the last past twenty-two years of democracy, local government has been undergoing various stages of transformation and restructuring for the purpose of responding to numerous challenges and dilemmas facing municipalities throughout the country, mainly on service delivery imperatives. Among other attempts to transform local governments has been the introduction of numerous pieces of legislation governing municipalities for the purpose of aligning them with the national government's vision on service delivery.

This chapter will focus primarily on the restructuring and transformation of local government in South Africa and further highlight the legislation governing local government and how they impact on service delivery.

2.2 BACKGROUND TO LOCAL GOVERNMENT RESTRUCTURING AND TRANSFORMATION IN SOUTH AFRICA

According to Gildenhuys (1997:12) for most of South Africa's history of the final control and management of local authorities has fallen under higher government institutions. Apart from this lack of proper autonomy, local governments were also racially divided between the white local authorities and non-white local authorities. He further states that this policy ultimately resulted in a political uprising and drive towards a radical transformation. Many attempts were made during the apartheid era to construct separate local governments for different racial groups. These various systems could not be sustained, however, and the total local government system fell apart. After the positive outcome of a referendum held in 1989, in which white voters voted overwhelmingly in favour of political and constitutional reforms, the restructuring and democratization process of the whole country was fully set in motion. Gildenhuys (1997:33)

further articulates that this process also set the scene for the restructuring and transformation of local governments throughout the country. The process of local government restructuring and transformation was initiated by the Local Government Negotiating Forum (LGNF) in 1993. The LGNF identified the important goal of local authorities to provide equal and acceptable services to all local communities. To further promote local government transformation, the LGNF called on all local structures to resume and improve services and to establish the principle of one municipality, one tax base.

Despite the general agreement that all local governments and the system as a whole had to be transformed, such transformation would take considerable time and effort and could not be achieved overnight. Furthermore, it would have been impractical and impossible to dismantle the system and institutions that were in place at the time. Therefore, provision had to be made for a gradual and properly planned process of reform. In order to achieve this progressive restructuring process, the LGNF had reached agreement between all participants on a specific transformation programme. The programme was initiated by agreement in the Local Government Negotiating Forum on the content of the Local Government Transition Act (LGTA) (Act 209 of 1993). The main objective of the LGTA was to facilitate local government matters during the transition from the formerly racially based system to a new reformed system of sustainable, uniform and fully democratic local government. From the wording of the Act, three distinct phases of the transition of local governments were identified. While the Local Government Transition Act had structured the transitional process of local government in the country, it was mostly up to parliament and the Constitutional Assembly, elected under the interim Constitution, to complete and enact the final Constitution of 1996 and also to enact all other national legislation that was envisaged in the Constitution. This would then complete the interim phase and enable the final phase to commence.

In the light of the above, three important legislative stages could be identified during the restructuring process. The first stage was applicable under the provisions of the Local Government Transition Act itself. Thereafter, the second stage commenced on 4 February 1997 and was controlled by the Local Government Transition Act, the Interim Constitution and also the

Final Constitution. The third and final stage was controlled in terms of the Final Constitution as well as the new national, provincial and local government legislations (Van Donk, 2009: 18).

2.2.1 PRE – INTERIM PHASE: LOCAL GOVERNMENT NEGOTIATION FORUMS

The provisions of the Local Government Transition Act 209 of 1993 state that the pre-interim phase regulated the negotiation process that would later result in the establishment of transitional local councils for non-metropolitan areas and transitional metropolitan councils with transitional metropolitan substructures for metropolitan areas. These structures would effectively take over the functions of existing municipalities (Local Government Transition Act, 209 of 1993).

Cloete (1995:15) notes that one of the most prominent features of the pre-interim phase was the division between statutory and non-statutory members of local negotiation forums. Statutory members were those that participated in Local Government elections in the past. New and inactive organizations or organizations that were not involved in past Local Government elections represented the non-statutory group. This group only comprised the African National Congress- aligned members.

2.2.2 INTERIM PHASE: ELECTED TRANSITIONAL COUNCILS

The purpose of this phase was to re-arrange the areas of jurisdiction and make provisions for municipal elections and the actual establishment of transitional councils (Local Government Transition Act, 209 of 1993).

The phase also contributed to the establishment of a number of different forms of municipalities, namely:

- Metropolitan Councils with Metropolitan Local Councils (MLC's);
- District Councils;
- Transitional Local Councils; and

- Rural Councils (Republic of South Africa, Ministry of Provincial Affairs and Constitutional Development, 1998 :7).

The White Paper on Local Government (1998:4) that was in fact published towards the end of phase 2, argued that despite significant progress by newly elected councils, huge infrastructural disparities and inequalities remained and that the institutional frameworks created during this phase, would not be adequate for delivering on new municipal mandates. This view was widely echoed by the then Minister for Provincial Affairs and Constitutional Development, Valli Moosa, who identified the following generic deficiencies that were present in a two-tier metropolitan system of phase 2 of the transition process. He called for it to be adequately addressed in the new design:

- Duplication of functions between Metropolitan Councils and Metropolitan Local Councils;
- Inability to direct resources to priority areas;
- Metropolitan Councils and Local Councils do not operate as a single governing unit. This resulted in fragmentation of service delivery; and
- Complexity and inaccessibility (Cape Times, 1998:1).

The system was also found to be bureaucratic and slow. In some cases, officials were taking all the decisions which were then only submitted to politicians to be 'rubber stamped' (RSA, DPLG, 2001).

2.2.3 THIRD PHASE: THE FINAL CONSTITUTION (RSA, 1996)

Cloete (1995:28) notes that the third and final phase is not mentioned in the Local Government Transition Act, but would be regulated by the final Constitution. To this end, Section 155 of the Constitution of the Republic of South Africa (1996) does indeed provide for the implementation of the third phase.

This phase has been effected by the publication of the Local Government Municipal Structures Act, 1998 (Act no 117 of 98) and has seen the establishment of a new Local Government system.

According to Cloete (1995:38) It was evident that from the above discussions the implementation of phases 1 and 2 of the transformation process represents the democratization of local government as well as a significant movement towards integrated and thus better co-ordinated service delivery. Furthermore, the finalization of the transformation process was, however, marked by the implementation of phase 3, which was initiated by the local government elections held in December 2000 and which resulted in the establishment of new local government structures (DPLG, 2000).

2.3 DEVELOPMENTAL LOCAL GOVERNMENT: THE INTRODUCTION OF A NEW ERA IN LOCAL GOVERNMENT

Local government restructuring and transformation introduced the concept of Developmental Local Government, which is the central responsibility of local authorities in that it requires sustainable ways to be identified in co-operation with local communities, by which their needs can be met (White Paper on Local Government, 1998 :16) It is identified 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 their lives (White Paper on Local Government, 1998: 17).

According to the report of the Ministerial Advisory Committee (2001:26) on Local Government Transformation on the challenges facing local government, the Constitution established the current model of local government and requires that local government must be developmental. Furthermore, Section 152(1) (c) of the Constitution of the Republic of South Africa, 1996 (Act no 108 of 1996) accordingly states that one of the objectives of local government is to promote social and economic development.

Additionally, the Unicity Commission in its discussion document on Developing the future City of Cape Town accordingly stated that the Unicity Council in particular will need to move boldly

beyond the current emphasis on service provision issues which dominate the municipal agenda (Unicity Commission, 2000: 9).

The White Paper on Local Government (1998:26) identifies three interrelated approaches which can be utilized by local authorities in their quest to become more developmental. These includes:

- integrated development planning;
- performance management; and
- co-operating with residents and partners.

These three aspects play a crucial role in the effective and efficient management of the local government systems.

2.4 INTEGRATED DEVELOPMENT PLANNING

Integrated Development Planning (IDP) is a planning process which can be used by local authorities to establish development plans (Republic of South Africa, 1996). Furthermore, it allows for full participation and aims to integrate different strategies in order to ensure the optimal use of limited resources. In many local councils, this process resulted in the drafting of a five-year integrated development plan (IDP, City of Cape Town, 2001).

According Local Government: Municipal Systems Act, 2000 (Act no 32 of 2000), each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality. Furthermore, Section 35 (1) of said Act, describes IDP process:

- (a) as the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;
- (b) Binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's integrated development plan and national or provincial legislation, in which case such legislation prevails; and

- (c) Binds all other persons to the extent that those parts of the integrated development that impose duties or affect the rights of those persons have been passed as a by-law.

The arguments presented by the White Paper on Local Government are central to the development of the rural municipalities such as Ndwedwe Local Municipality because it urges local government officials to work closely with citizens in finding sustainable ways of meeting their urgent needs. In most cases, this vision is rarely met as one of the challenges facing local government relate to poor working relationships between citizens and communities.

2.5 PERFORMANCE MANAGEMENT SYSTEMS

Poister & Gregory, (1999:325) note that increased pressures to control excessive spending and for the devolution of powers to lower spheres of government resulted in new demands for Local Government to be held accountable to the electorate and thus for results-based budgeting and results-orientated public administration.

To this end, performance management ensures that plans are implemented efficiently in accordance with the required developmental impact and with optimal utilization of available resources (Republic of South Africa, 1998:31).

2.6 CO-OPERATING WITH RESIDENTS AND PARTNERS

Another critical challenge facing local government is the ability of engaging citizens in critical debates of the factors hindering development and economic properties in their respective communities. The empirical survey of the current study reveals that the Ndwedwe Local Municipality face some the same challenges as the majority of citizens do not participate in the municipal affairs, which is contrary to the recommendation of Section 152 (e) of the constitution that local government should encourage the involvement of communities and community organisations in local government affairs. Furthermore, the constitution (RSA, 1996) notes that the operations of local government should be executed within a framework of democracy and

should therefore institute mechanisms that allow for adequate public participation (Republic of South Africa, 1996).

Dube (2001:3) regards the local authorities' capability to effectively balance financial sustainability with effectively addressing a city's social economic needs, as a key to successful developmental local government. In this regard, Developmental Local Government can thus be regarded as the vehicle through which quality of life issues can be addressed by local authorities and the opinion is held by the researcher that if the current study that it will, because of its emphasis on direct involvement with local communities. This is also regarded as the most tangible expression of democratic local government.

2.7 THE RESTRUCTURING OF LOCAL GOVERNMENT UNDER THE LOCAL GOVERNMENT TRANSITION ACT

According to Cloete (1995:89) the LGTA commenced on the 2nd February 1994, almost two months before the introduction of the Interim Constitution. The main role was to reintegrate and provide the basis for local government structures during the transformation of the previously race-based municipal system. From the outset it is important to remember that the Act was applicable for the entire territory of the Republic of South Africa, which also included the former Transvaal, Bophuthatswana, Venda and Ciskei (TBVC) states and other Bantustans (RSA, 1998:33).

According to Section 3 of the LGTA, many provincial committees were appointed by the Transitional Executive Committee (TEC) in order to facilitate further discussions and negotiations during the Transitional phases. The Transitional Executive Committee was again established as a control body over the powers of the former administrators of the provinces. All powers of the provincial administrators could be lawfully exercised only in concurrence with the relevant provincial committee. Any disputes that the parties could not resolve themselves were referred to a special Electoral Court for final adjudication.

According to the LGTA, the National Minister, which the Act defined as the Minister for Provincial Affairs and Constitutional Development, was empowered to issue regulations concerning any matter referred to in terms of the Act. However, regulations could be issued only after consultation between the Minister and administration of a province.

Part IV of the Act contained provisions directed at the pre-interim phase specifically. The goal was to achieve a 50/50 statutory/ non-statutory formula for the nomination of members to the various transitional structures that were envisaged by the Act. Dube (2001:103) elaborates that in compliance herewith, many previously excluded representatives of local communities and other interest groups were for the first time involved in the processes of local government affairs.

According to the information adapted from RSA, (2007), In general, the different negotiating forums served as vehicles for the creation of transitional local structures which were to function prior to the holding of the first democratic local elections planned for November 1995. Many different functions and powers were afforded to the negotiating forums and if a decision of a forum was taken in compliance with the requirements of the Local Government Transition Act, the administrator was bound to adhere to such a decision. If disputes arose between an administrator and a forum they were referred to independent mediation, which was later substituted by a process of arbitration (Cloete 1995:74).

Part of the LGTA was again directed at the interim phase. Transitional structures were now in place and were named as transitional local councils or transitional metropolitan councils in local or metropolitan areas respectively. In every metropolitan area there was an overarching metropolitan council which had to perform specific functions for the whole area and a number of substructures of that metropolitan area, which, in turn had specific functions in that area (Van Donk, 2009:28) The LGTA also specifically defined a metropolitan area as follows: It means any area:

- (a) Comprising the areas of jurisdiction of multiple local government;

- (b) Densely populated and has an intense movement of people, goods and services within the area;
- (c) Extensively developed or urbanized and has more than one central business district, industrial area and concentration of employment, and
- (d) Economically, forms a functional unit comprising various smaller units which are economically interdependent and in respect of services (Constitution of RSA 1996:43).

At the current context, there are eight metropolitan councils in South Africa and are located in the big cities such as Durban, Johannesburg, Pretoria, East London, Bloemfontein, Cape Town, and East Rand.

Van Donk (2009) further states that the Local Government Transition Act (1993) also established a demarcation board for each of the provinces of the country. These demarcation boards had specific functions, namely to investigate and make recommendations regarding the demarcation of any area of a local government. After the consideration of all written representations from the demarcation board and other role players, the administrator/ Member of Executive Council (MEC) was empowered to delimit specific areas and to predetermine powers or functions through the issuing of proclamations. The Act further provided a broad framework for the first local government elections for the transitional metropolitan, councils and sub-councils (Van Donk, 2009).

These elections were scheduled to take place at the end of 1995 and in fact were held during November 1995 and May and June 1996. The administrators were empowered to make various regulations with reference to the electoral process and procedures, but such regulations had to be consistent with the Local Government Transition Act and also the provisions of the interim Constitution (RSA Constitution, 1996).

As it can be expected of an Act that is aimed at regulating a transitional process, the Local Government Transition Act was in certain instances unclear and imprecise in terms of addressing transition and transformational logistics, such as phasing out the old municipal regulations and

replaced them with democratic policies. To address these shortcomings, the Act was amended in 1994 in order to empower the President of the country to further amend the Act by specific proclamations. Various proclamations were indeed issued in terms of this amendment, however some of them were challenged by the Western Cape provincial government and were found to be unconstitutional (De Visser 2005:74).

Apart from the abovementioned proclamations, the Local Government Transition Act was amended a further four times during 1995 until 1996. The Second Amendment Act of 1995 was directed to create the basic framework for rural local government, which was at the time not properly addressed. With the Second Amendment Act of 1996, a new Part VI (a) was inserted in the Local Government Transition Act to deal with post-electoral aspects, to repeal the Local Government Demarcation Boards and to substitute the term 'Administrator' with the term 'Member of the Executive Council (MEC)'. Principles of development and co-operative government were also introduced which served to bring the role of local governments within the ambit of the requirements of the Final Constitution. Many extensive changes were also included in section 10 of the Act.

2.8 THE ROLE AND IMPACTS OF THE INTERIM CONSTITUTION ON THE TRANSITIONAL PROCESS

The Interim Constitution came into effect after the commencement of the Local Government Transition Act in April 1994. The Interim Constitution required that the transitional phases of the restructuring of local government had to be done in terms of the Local Government Transition Act. According to the amended section 245(2) of the Interim Constitution, provision was made that the post-election restructuring of local governments was to be effected in terms of the principles set out in chapter 10 of the Interim Constitution specifically, and whole of the Interim Constitution and Local Transition Act in general. On a broad reading of sections 245(1) and (2) of the Interim Constitution, the enforcement of chapter 10 of the Interim Constitution could be excluded from the transitional restructuring process until the first elections within local government were held. This did not mean exclusion of the Constitution until the end of the overall transitional process, however, as this would have excluded the Interim Constitution from

the restructuring process for its entire existence. After commencement of the Interim Constitution, some uncertainty existed about the status of the Local Government Transition Act. Some people held the view this Act was indeed incorporated in the Interim Constitution. However, a court clarified cases, and clearly distinguished between the Interim Constitution and the Local Government Transition Act.

A close investigation of chapter 10 of the Interim Constitution reveals that the chapter was written very basically and contains many vague and uncertain provisions. Notwithstanding its uncertainties, the inclusion of chapter 10 in the Interim Constitution had a profound effect and provided local government with constitutional recognition and a range of original powers. Thus for the first time in South African constitutional history local government was recognized as an autonomous part of the overall governmental structure, with its own powers, functions and constitutional importance. The Interim Constitution further required that the powers, functions and structure of local government had to be determined by law. Even the financial powers were delegated to local authorities, as long as such powers were exercised in terms of a uniform structure for each municipal area. The Interim Constitution also confirmed the commitment to establish democratic institutions at local government level and also to include traditional authorities in such processes.

2.9 THE IMPACT OF THE FINAL CONSTITUTION AND THE COMMENCEMENT OF THE NEW LOCAL GOVERNMENT LEGAL DISPENSATION

It is evident from the background information provided in the above discussion that local government has been undergoing profound changes since 1994. These changes were regulated mostly in terms of the Local Government Transition Act and to a lesser degree, in terms of the Interim Constitution. The final phase of the transition process commenced on 5 December 2000 with general elections that were held on the local government level according to the requirements of the Final Constitution and new legislative framework mandated by that Constitution. The vision and framework of new local government systems as set out in the Final Constitution had originally been established by the White Paper on Local Government (1998),

which had served as the founding platform of the restructuring of local government that had to follow. It was important that the new system of local authorities would be able to ensure service delivery, the eradication of poverty and the improvement of social and economic living conditions. The final Constitution and new local government laws that were enacted in terms of the Constitution now form the new building blocks of a post-transitional local government system in South Africa (Van Donk 2009:44).

Although the transition process has entered into its final phase, the restructuring process has not been finalized yet, and it is envisaged that this restructuring process will be a continuous process over many years to come. The final system of a restructured local sphere of government is thus to be founded mainly on the two following fundamentals:

(a) To provide new local governance that is directed at working with all local residents and communal interests in order to establish sustainable mechanisms to fulfil needs and improve the overall quality of life; and

(b) To find and maintain solutions for the acceleration and continuous provision of essential services.

The newly transformed local sphere of government in a post constitutional dispensation in South Africa is directed at achieving the following goals and objectives:

- to establish and maintain an effective system and structure;
- to enhance service delivery and development;
- to ensure representation, participation and accountability;
- to maintain high professional administration;
- to ensure and provide effective political leadership; and
- to ensure financial support and sustainability.

These goals and objectives mentioned above have been incorporated into the final text of the Constitution and can be achieved only through proper restructuring. In order to adhere to and achieve the constitutionally required objectives and duties, the restructuring/transformation process essentially focused on the following aspects:

- (a) To establish a new institutional framework;
- (b) To create newly demarcated municipal jurisdictions and establishments; and
- (c) To formulate and execute new operational requirements for all local governments.

Van der Waldt (2008:180) notes that the establishment of new municipalities required a legal process during which all municipalities were renamed, redefined and restructured, and that this was necessary to recreate a stable legal framework for each local authority. In addition, under the Local Government Municipal Structures Act, all municipalities were formally re-established through a notice of establishment procedure, which was intended to define the structural framework of each municipality and also to address the transfer of staff and assets. Municipalities also had to be newly demarcated because of the uneven and racially fragmented system of the past. New boundaries were needed to ensure development and sustainability. The main process was finally completed in terms of the Local Government Municipal Demarcation Act, and the areas of the 843 former local authorities were re-demarcated and reduced to 278 new local governments. The most important aspects of the demarcation process were laid down in terms of the Local Government Municipal Structures Act.

2.10 THE WHITE PAPER ON LOCAL GOVERNMENT (1998)

The significant step forward was taken when the White Paper on Local Government was published in 1998, since it provided a new vision of a developmental local government system. This type of vision centres around the working relationship of local government with communities in sustainable ways to meet needs of citizens thus improving their socio-economic

conditions. Furthermore, it provides three approaches that can assist municipalities to become more developmentally-orientated, for example:

- Integrated development planning and budgeting;
- Performance management; and
- Working together with local citizens and partners (Van der Waldt 2009:41).

The White Paper on Local Government (1998) further suggests ways in which municipalities can engage citizens and community groups in the affairs of the municipality in their capacities as voters, citizens affected by municipal policy, consumers and end-users of municipal policy, as well as partners in resource mobilization for the development of the municipal area (Van der Waldt 2009: 41).

After the adoption of the White Paper on Local Government (1998) it became a government policy. It contained the various themes, such as:

- the current reality which was a historical survey and a survey of the then systems of local government;
- developmental Local Government which sets the scene for the Integrated Development Planning and performance management provisions in the Local Government Municipal Systems Act;
- co-operative Government which sets out to interpret co-operative governance in the Constitution and spelled out the intergovernmental relations among the three spheres of government;
- institutional systems which defined the types of Metropolitan, Districts and Local municipalities and also brought in the concepts of sub-councils and ward committees;
- political systems which dealt with the concepts of the Executive Mayor, executive committees, delegation, committee systems, ward delimitations and number of councillors; and

- administrative systems under which the principles of service delivery were laid out, as well as how this could be done.

The essence of these themes is that the effective treasury control over finances is necessary in assisting local government achieve its service delivery mandate and the facilitation of local democracy.

2.11 THE ADMINISTRATIVE TRANSFORMATION OF MUNICIPALITIES

The amalgamated municipalities that came into existence after 5 December 2000 have more extensive powers and functions, larger areas of jurisdiction and stronger fiscal capacity than in the past. This has been a major step forward in bringing about more effective and efficient local governance in South Africa (Van der Waldt 2008:181). Each municipality has faced the task of both amalgamating a number of previous municipalities into a single institution, while at the same time reorganizing its way of working to address daunting development challenges. Reorganisation was based on the acknowledgement that a major change in the functioning of the local government administration system was required. In some instances, this restructuring followed a series of ad hoc initiatives across the different municipalities since 1996 to modernize their day to day administration and quest to improve their public service delivery. According to SACN (2006:55), these initiatives have included:

- The adoption of 'strategic management –type; organizational structures that sought to break down functional line departments by focusing on integrated strategic management contained in their Integrated Development Plan.
- The introduction of some matrix-type organizational structures of a project driven and geographic nature.
- Some business-process experimentation with organizational boundaries including the establishment of community partnerships, joint venture companies with the private sector and the outsourcing of identified non-core functions.

- Keeping the previous staff and structures temporarily in place, while every new municipality got the chance to construct a new organization and fill with suitable new staff.
- Improvement of horizontal and vertical integration and communication and the facilitation of 'joined-up' government by the growing allocation of resources to cross-functional projects that require services to work together towards common goals, using of service clusters as a way of breaking down functional silo thinking, focusing performance management on outcomes rather than service inputs and outputs, and introducing one-stop-shop facilities where different public services can be accessed by members of the public at a single point; and
- Substantial investments by the bigger municipalities in information and communications technology infrastructure to provide a single integrated system for the whole municipality, as well as enhanced management information and service delivery capacity.

In a nutshell, the administrative transformation and restructuring of municipalities in South Africa could only be realized through the above initiatives in order to ensure a smooth transition from the old system of municipal governance to the new one.

2.12 RESTRUCTURING RURAL LOCAL GOVERNMENT

In June 1999 the South Africa's former President, Thabo Mbeki, articulated the government's plans to craft a new rural development programme. In his words he said: *"The rural areas of our country represent the worst concentrations of poverty. No progress can be made towards a life of human dignity for our people as a whole unless we ensure the development of these areas"* (Mbeki, 1999).

Accurate information about the exact number of people living within rural areas, and the extent of poverty is difficult to obtain as different organizations use different definitions of 'rural'. The Poverty and Inequality Report (PIR), using preliminary results from the 1996 census, estimates that 16,9 million people or 45 percent of the country's total population, live in non-urban areas. It is estimated that 70 percent of rural African households exist in conditions which could be

described as inadequate or intolerable in terms of their access to shelter, energy, water and sanitation (May, 1998:163). Woolard and Barbeton (1998:36), using data provided in 1993 by Central Statistical Services of South Africa estimated that 76 percent of households classified as poor are in rural areas and of the 53 percent of South Africa's population that live in rural areas, 49 percent live in poverty. Only 13 percent of rural dwellers currently have access to clean water in their houses (as opposed to 74 percent of urban households), 8 percent of rural households have access to waterborne sewerage (65 percent in urban households) 13 percent have electricity and 7 percent have street lighting (Woolard and Barbeton 1998:47).

2.13 POST-APARTHEID RURAL LOCAL GOVERNMENT

Efforts to transform the apartheid rural local government structures came late in the negotiated settlement between the National Party government and the African National Congress (ANC). The First phase towards local government transformation or the pre-interim phase, enabled Local Government Negotiating Forums to establish pre-interim councils incorporated sections of the community previously excluded from local government into existing council structures (Parnel, 2007 :111). These pre-interim structures formed the basis for the second-phase transitional local councils that were introduced following local elections in 1995 and 1996 (Pycroft, 1996). Three municipal types of rural local government have operated during the transition phase. District Councils were demarcated by each Provincial Demarcation Board to provide "wall to wall" local government throughout each province.

2.14 LEGISLATIVE FRAMEWORK GOVERNING LOCAL GOVERNMENT IN SOUTH AFRICA

The discussions below present different pieces which have been enacted to regulate the operations of the democratic system of local government in South Africa.

Chapter 7 of the Constitution (RSA, 1996) makes specific reference to the new system of local government and, mainly, it determines the status of municipalities, the objects of local government, developmental duties of municipalities and powers and duties of municipalities

(Constitution, RSA, 1996). Additionally, the executive and legislative authority of a municipality is vested in its municipal council and a municipality has the right to govern on its own initiative; the local affairs of its community; subject to national and provincial legislation as provided for in the Constitution (Fourie & Opperman, 2008:4).

Chapter 7 of the Constitution (1996) further mandates municipalities to endeavour, within their financial and administrative capacities, to achieve the following goals of local government:

- the provision of a democratic and accountable government for local communities;
 - the provision of services to communities in a sustainable manner;
 - the promotion of social and economic development;
 - the promotion of a safe and healthy environment; and
- ensuring the involvement of communities and community organizations in the matters of local government (Constitution of the Republic of South Africa).

The Constitution (RSA, 1996) outlines the above objectives to ensure that municipalities in South Africa discharge their duties in a manner envisaged by the law and they become accountable to the general public.

2.14.1 LOCAL GOVERNMENT MUNICIPAL STRUCTURES ACT (ACT 117 OF 1998)

As the name indicates, the above Act is focused primarily on the establishment of municipalities, the election of municipal councillors and the composition, membership, operation and structuring of municipal councils. Specific attention on this Act is given to the different types of municipalities as well as their powers and functions, particularly in Section 3 and 4.

2.14.2 LOCAL GOVERNMENT MUNICIPAL SYSTEMS ACT (ACT 32 OF 2000)

The Acts provides for the following fundamental concepts that give effect to the new system of local government, namely:

- The engagement of communities in the affairs of the municipality, in particular planning, service delivery and performance management.
- The establishment of an efficient, effective and transparent local government system that conforms to constitutional principles.
- The establishment of municipalities that are financially and economically viable.
- Satisfying the need to create a more harmonious relationship between municipal councils, municipal administrations and the local communities through the reciprocal rights and duties; and
- The development of a strong system of local government capable of exercising the powers and functions assigned to it.

The Act also sets the framework for establishing municipalities that are developmental in orientation.

2.14.3 MUNICIPAL FINANCE MANAGEMENT ACT (ACT 56 OF 2003)

The above Act proposes a new system to address the root causes of the financial problems in municipalities, to empower municipalities to fulfil their constitutional mandate, and to balance programmes for poverty eradication and equity with strategies to enhance growth, job creation and competitiveness. The Act originates from the White Paper on Local Government (1998) which proposes a restructured system of municipal finance that is in line with the seven basic policy principles, namely:

- revenue adequacy and certainty
- sustainability;
- effective and efficient use of resources;
- accountability, transparency and good governance;

- equity and distribution;
- development and investment; and
- micro economic management.

It modernises the way in which municipalities manages their financial affairs. In addition, “it also focuses on sound outcomes as well as rules and procedures, and on a long-term strategic planning rather than one-year line-item budgets and establishes municipal practices that are rooted in a culture of performance and regular reporting (Van der Waldt, 2014:37). In addition, it also introduces a performance-based system focusing on outputs and measurable objectives which will enable municipalities to maximize their capacity for service delivery (Van der Waldt, 2014). The Act is characterized by the following principles:

Promoting sound financial governance by clarifying roles, one of the most important objectives underpinning the Municipal Finance Management Act is that of developing sound financial governance within every municipality. The framework of the Act is therefore built around the responsibilities of accountability and oversight within a culture of transparency and regular reporting;

Strategic approach to budgeting, by adopting a three-year budget cycle linked to longer-term integrated development plans, municipalities are able to plan for capital development and service delivery in their communities in an affordable and sustainable manner. (Fourie & Opperman, 2008:9).

Modernisation of financial management, The Municipal Finance Management Act places emphasis on the following three principles:

- To encourage a disciplined approach to financial management and service delivery;
- To assign resources in line with strategic priorities, linking plans and budgets to long term goals, and providing a process that allows resources to be reallocated according to revised policy objectives; and
- To encourage operational efficiency by assigning duties and responsibilities while demanding accountability.

Cooperative governance

The chapter on cooperative governance in the Municipal Finance Management Act (2003) seeks to promote a cooperative approach to fiscal and financial management within sectors, as well as forge links with other spheres of government and organs of state. It also fosters a greater level of cooperation across the different spheres of government, based on systems of mutual support, information sharing and communication as well as coordination of activities. For example, a district municipality has a role in the overall planning and coordination of all category B municipalities within its area of jurisdiction by receiving all integrated development plans with three-year budgets and annual performance reports for consolidation and forwarding to the relevant province (Fouries & Opperman, 2008:10).

Promoting sustainability

The main purpose of the Municipal Finance Management Act is to establish the basis for financial management that is to improve and sustain service delivery. The Act also prescribes the requirement of regular and accurate financial reporting to the council, community and other spheres of government. This will therefore enable the timely identification of potential financial problems which will allow the council to seek appropriate solutions.

2.14.4 LOCAL GOVERNMENT MUNICIPAL PROPERTY RATES ACT (ACT 6 OF 2004)

The Municipal Property Rates Act, 6 of 2004 defines duties of rates payers and further outlines the role of municipal revenues in accelerating service delivery. These roles placed the diverse systems which formerly introduced a new uniform system of property rates (Van der Walddt, 2014:12). it also enables municipalities to exercise their powers to impose rates within a statutory framework that only enhances certainty; uniformity and simplicity; but also takes into account historical imbalances and the rates burden of the poor. In addition, Van der Walddt (2014:15) notes that income derived from property rates is a critical source of revenue for municipalities, which enables them to achieve their constitutional objectives of addressing service delivery priorities, promoting economic and social development and providing democratic and

accountable government to communities. The Act is established under the following underlying principles, which among other things include:

Strategic approach to property rates, in an effort to achieve the objective of providing services to communities in a sustainable manner, municipalities must adopt a longer-term strategic approach to the levying of property rates policy in terms of Section 2 of the Act. However, the above rates policy should consider alleviating the rates burden on the poor while promoting local, social and economic development (Fourie & Opperman 2008: 13).

Ability to pay The local sphere of government should be sensitive to the plight of the poor and at the same time complement initiatives at a national and provincial level. Municipalities are therefore encouraged, through their rates policy, to grant exemptions, rebates and deductions to indigent owners and implement measures to prevent the sale of execution of property owing to the owner's ability to settle rates liabilities (Fourie & Opperman 2008:13).

2.14.5 PUBLIC AUDIT ACT (ACT 25 OF 2004)

According to the above Act the Auditor-General is responsible for auditing and reporting on the accounts, financial statements and financial management of all municipalities and municipal entities (Fourie 2009:14). It is the duty of the Auditor-General to prepare a report in respect of each audit of a municipality or municipality entity performed.

Duties of a municipality being audited

The municipality must:

- Must submit financial statements containing all required information to the Auditor-General in the format and within the time frame determined by the Municipal Management Act.
- Must render all reasonable assistance to and accede to all reasonable requests of the Auditor-General, for example, office accommodation and full access to office equipment.

The authorized auditor must give notice of every meeting at the expense of the auditee (municipality).

2.14.6 INTERGOVERNMENTAL FISCAL RELATIONS ACT (ACT 97 OF 1997)

The principal objectives of this Act are to promote cooperation between the national, provincial and local spheres of government with regards to fiscal, budgetary and financial matters, as well as to prescribe a process for the determination of an equitable sharing and allocation of revenue raised nationally. In addition, the Intergovernmental Fiscal Relations Act must consider, among other things, the need to ensure that the provinces and municipalities are able to provide basic services and perform functions allocated to them in accordance with Section 214 (2) of the Constitution, Secondly, to consider obligations of the provinces and municipalities in terms of national legislation.

2.14.7 INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT (ACT 13 OF 2005)

The principal objective of this Act is to establish a framework for the three spheres of government in accordance with Section 41(2) of the Constitution, which is to promote and facilitate intergovernmental relations between district and local municipalities. These forums comprise of the Mayor of the district municipality and mayors of local municipalities in that district (Section 25). The role of the forum is consultative, and it is meant to provide a structure within which the district and local municipalities can discuss and consult one another on matters of mutual interest (Section 26).

2.14.8 MUNICIPAL FISCAL POWERS AND FUNCTIONS ACT (ACT 12 OF 2007)

The above Act has the following objects:

- The promotion of predictability, certainty and transparency in respect of municipal fiscal powers and functions.

- Ensuring that municipal fiscal powers and functions are exercised in a manner that will not materially and unreasonably prejudice national economic policies, economic activities across municipal boundaries, and the national mobility of goods, services, capital and labour.
- Effectively overseeing the exercise of municipal fiscal powers and functions.
- Providing for an appropriate division of fiscal powers and functions where two municipalities have the same fiscal powers and functions with regard to the same area in accordance with Section 229(3) of the Constitution (Fourie & Opperman, 2008:19).

2.14.9 HOUSING ACT (ACT 107 OF 1997)

Part of this Act deals with local government's functions with regards to housing. For example, Section 9(1) provides that every municipality must, as part of its process of integrated development planning, take all reasonable and necessary steps within the framework of national and provincial housing legislation and policy to ensure the following:

- The inhabitants of its area of jurisdiction have access to adequate housing on a progressive basis, and that services in respect of water, sanitation, electricity, roads, storm water drainage and transport are provided in a manner which is economical and efficient.
- Set housing delivery goals in respect of its area of jurisdiction.
- Identify and designate land for housing development.
- Create and maintain a public environment conducive to housing development which is financially and socially viable.
- Promote the resolution of conflicts arising from the development process
- Initiate, plan, coordinate, facilitate, promote and enable appropriate housing development in its area of jurisdiction.

Section 9(2) states that any municipality may participate in a national housing programme in accordance with the rules applicable to such programme, by promoting a housing development project by a developer.

Section 9(3) of the Act gives a municipality a right to expropriate land for the purposes of housing development under specified circumstances. Also according to Section 10(4) of this Act a municipality must maintain separate accounts into which money transferred must be deposited and out of which all disbursements in connection with the administration of the housing programme must be made.

2.14.10 PROMOTION OF ACCESS TO INFORMATION ACT (2000)

The significant step forward was taken when the White Paper on Local Government was published, since it provided a new vision of a developmental local government system. “This type of vision centres around the working relationship of local government with municipalities will find sustainable ways to meet their needs and improve their lives. Furthermore, it provides three approaches that can assist municipalities to become more developmentally-orientated, i.e.

- Integrated development planning and budgeting;
- Performance management; and
- Working together with local citizens and partners (Van der Waldt, 2009: 41).

The White Paper further suggests ways in which municipalities can engage citizens and community groups in the affairs of the municipality in their capacities as voters, citizens affected by municipal policy, consumers and end-users of municipal policy, as well as partners in resource mobilization for the development of the municipal area (Van der Waldt, 2009: 41).

Once the White Paper had been adopted, it became a government policy. A White Paper on Local Government was adopted in March 1998. It contained the various themes, such as the:

- Current reality which was a historical survey and a survey of the then systems of local government;

- Developmental Local Government which sets the scene for the Integrated Development Planning and performance management provisions in the Local Government Municipal Systems Act;
- Co-operative Government which sets out to interpret co-operative governance in the Constitution and spelled out the intergovernmental relations between the three sphere of government;
- Institutional systems which defined the types of Metropolitan, Districts and Local municipalities and also brought in the concepts of sub-councils and ward committees;
- Political systems which dealt with the concepts of the Executive Mayor, executive committees, delegation, committee systems, ward delimitations and number of councillors;
- Administrative systems under which the principles of service delivery were laid out, as well as how this could be done e.g. in-house corporatization, partnership etc.; and
- Municipal finance- The essence of this section was that effective treasury control over finances was necessary and that there would be have to be national legislation on property rates.

2.14.11 THE DIVISION OF REVENUE ACT

The Division of Revenue Act, 2000 is another significant piece of legislation that impacts on local government financing. Briefly, the Act gives effect to Section 214 of the Constitution, which requires an Act of Parliament to provide the following:

- The equitable division of revenue raised nationally, among the provincial and local spheres of government.
- The determination of each province's equitable share of revenue.
- Any other allocations to provinces, local government or municipalities from the national government share of revenue, and any conditions on which those allocations may be made.

- The amount in which a municipality gets, depends mainly on the number of low-income earners in the area. For example, rural municipalities usually get more. Most municipalities only get small part of their operating budget from equitable share.

Financing Municipal Infrastructure

The White Paper on Local Government (1998:112) emphasizes that the system of municipal finance has to include a number of basic policy principles to meet the objectives of the Constitution (1996). One of the policy principle stresses that an increase in investment in municipal infrastructure is required to meet the basic needs of service backlogs. A major role of the Department of Local and Provincial Government is its partnership with local government and the provision of structured support to municipalities for successful delivery. Consolidated Municipal Infrastructure Programme is such a support system and is regarded as a critical part of redistribution funding to the local government sector (Intergovernmental Fiscal Review 2000:104).

Financing Local Economic Development

The fundamentals for development orientated local government are set out in section 195(1) of the Constitution (1996). Developmental orientated local government is regarded as a principle and as a value, underlying public administration in South Africa (Chapter 10) of the Constitution. The focus on economic development is set out in Section 152 (1) of the Constitution as one of the objectives of local government. According to the National Government, the local authorities can help stimulate the economy and improve lives of their citizens, thus engaging in Local Economic Development by utilizing the unique powers and objectives of local government and working in partnership with community stakeholders.

2.15 POLITICAL RESTRUCTURING OF NDWEDWE LOCAL MUNICIPALITY

After the first democratic Local Government elections in 1996 the Ndwedwe Municipality was referred to as a Regional Council and members of the Council were called the Standing

Committee (Ward Councillor Khuzwayo, 2015). During the 2000 Local Government elections the municipality was won and controlled by the Inkatha Freedom Party (IFP). However, at the 2006 Local Government elections the Ndwedwe Municipality moved to the African National Congress and National Democratic Convention (NADECO) coalition.

During the 2007 political floor crossing, the National Democratic Convention and the Inkatha Freedom Party councillors voted the African National Congress out of the Council and took the municipality (Ward Councillor Khuzwayo, 2015).

At the 2011 Local Government elections the ANC won the municipality with a two-third majority of 25 seats out of 37 total number of seats in the municipality and followed by the IFP and National Freedom Party (NFP) with five seats aside. The remainder of two seats were shared by the Democratic Alliance and African Peoples Convention (APC).

2.16 MUNICIPAL STRUCTURES

Ward Committees

In terms of the Local Government Municipal Structures Act (Act 117 of 1998) municipalities are required to establish ward committees to enhance community participation in the municipal development processes. All the wards within Ndwedwe Local Municipality have elected ward committees. Ndwedwe has 190 Ward Committee members within 19 wards. The Ward Committees in the municipality are largely functional with the support they receive from the municipality and COGTA (Municipality of Ndwedwe 2014:104).

Council sittings

The Council of the Ndwedwe Local Municipality consists of 37 councillors of whom 19 are ward councillors directly elected by the community and 18 councillors which are elected by political parties to be represented in council. Membership of the council is made up of:

- 25 African National Congress Councillors;
- 5 Inkatha Freedom Party Councillors;
- 5 National Freedom Party Councillors;
- 1 Democratic Alliance; and
- 1 African Peoples Convention Councillor.

To ensure compliance with legislative requirements, the Council meet at least quarterly, however the Council can meet at any time to consider special items on the agenda (Municipality of Ndwedwe 2014:105).

The Executive Committee

The Ndwedwe Municipality has established an Executive Committee consisting of eight (8) councilors. Although the manner in which the composition of the Executive Committee should be determined is not by legislation, when establishing the Executive Committee, the council was mindful of the provisions of Section 160 (8) of the Republic of South Africa which requires that: Members of a Municipal council are entitled to participate in its committees in a manner that:

- allows parties to and interests reflected within the council to be fairly represented;
- is consistent with democracy and
- may be regulated by national legislations.

In line with the constitutional imperatives governing the composition of the municipal council, the Executive Committee was constituted on the basis of proportional representation, giving the following membership:

- African National Congress: 5 Councillors;
- Inkatha Freedom Party: 2 Councillors;
- National Freedom Party: 1 Councillor (IDP, 2013-2014).

Portfolio Committees

The municipal council of iLembe District Municipality consist of five Portfolio Committee members, these being:

- Finance Portfolio Committee;
- Infrastructure and Technical Portfolio Committee;
- Economic Development and Planning Portfolio Committee;
- Amenities, Safety and Security Portfolio Committee; and
- Local Public Administration and Labour Relations Committee (iLembe District Municipality 2014:31).

Each of these committees has defined terms of reference covering the whole range of the functions of the municipality.

2.17 THE STATE OF LOCAL GOVERNMENT IN SOUTH AFRICA

Local government in South Africa has contributed much to the achievement of significant social and economic development advances, since the ushering in of the democratic dispensation in 1994. A new legislation and policy framework, systems and structures directing local government have been introduced. Different mechanism (such as Project Consolidate, Local Government Turn-Around Strategy, Operation Clean Audit and the Back to Basics initiatives) have been formulated to improve municipal service delivery for the benefit of local communities. In addition, De Visser notes that as part of local government achievements, the people have increased access to wide range of basic services and more opportunities have been created for their participation in the economy. The Local Government Report (2009:3) state that local government administration has a clear electoral mandate to deliver on key priorities that must ensure that visible, tangible and positive changes are felt in rural and urban communities. These must focus, inter alia on, the Millennium Development Goals (MDGs) and universal household

access to basic services. With the end of the term of MDGs in 2014, the local government focus should now concentrate on achieving the Sustainable Development Goals (SDGs).

Notwithstanding the valuable contributions which municipalities have played in the quest for inclusive development and sustainable service delivery, key elements of the local government systems continue to show signs of distress in 2016. They emanate from poor municipal management practices, skills shortage, fraud and corruption and political interference with municipal operations. The recent trend adding crisis to local government towards local government elections in 2016 is the political representation whereby candidates are imposed to contest for elections without the understanding of citizens in various communities.

In the light of service delivery challenges which continues to plague most communities, local government should strive to improve its systems, focussing mainly on monitoring and evaluation of its service delivery mechanism to the communities and to create more opportunities for public scrutiny by improving active participation (Degan, 2013:110). The failure by local government to respond to community needs leads to escalation of service delivery protests which undermine local democracy and threatening infrastructure. The reasons for service delivery protests at the local government are varied. According to the research conducted by University of Johannesburg's Centre for Social Studies, the top five grievances are about service delivery in general, housing, water and sanitation, political representation and electricity. Corruption, poor municipal administration, roads, unemployment, demarcation, land, health and crime also features (Grant, 2014:88). The Ndwedwe Local Municipality has also experienced service delivery protests in which housing, public transport, and water supply were cited as the contributing factors.

In addressing the crises of this nature at the local government sphere, the central government and COGTA have since 2004 introduced various corrective measures as an attempt to stabilise local government. These measures are discussed in the below sections:

2.17.1 THE PROJECT CONSOLIDATE

The Project Consolidate was a two-year strategy (2004-2006) of the central government to boost municipalities lacking the expertise of executing the service delivery mandate for their local communities. This Project was specifically designed to assist rural municipalities who had the highest backlogs in terms of service delivery and who were economically depressed (Department of Provincial and Local Government, 2007:108).

Through this Project, the Ndwedwe Local Municipality managed to slightly improve its dysfunctional systems and achieve local governance based on effectiveness, efficiency and accountability. This was necessary for Ndwedwe municipality since its formation around 2000, it did not have capacity, expertise and sufficient skills to deliver the local government mandate of quality services to its communities. The municipality managed to improve its electricity, water supply and sanitation. At the present context, service delivery in this municipality is fairly administered to satisfy human basic needs. This is evident with the discussions covered in chapter five of this dissertation which present the perceptions of local communities under the municipality about service delivery.

Due to administrative and institutional challenges faced the local government at the time of Project Consolidate, the strategy failed to yield positive results – leading to its demise in 2006. However, it managed to lay the foundations for the scope of decent and acceptable standards of municipal service delivery. Furthermore, it contributed to significant differences in the quality of lives for the majority of South African communities.

2.17.2 LOCAL GOVERNMENT TURN-AROUND STRATEGY

In the light of the local government challenges identified by the State of Local Government Report in 2009, the ministry of local government introduced another corrective measure to boost competency in local government called the Local Government Turn-Around Strategy (LGTAS). For

Van der Waldt (2014:148) to ensure that the effective and efficient delivery of public services especially in local government sphere improves, the current South African government will have to take note of the most urgent and address them in a more co-ordinated and proactive manner, focussing on macro goals, in order to develop the country's infrastructure. The State of Local Government Report (2009) indicated that the majority of municipalities in South Africa were distressed due to poor financial management, lack of skills among municipal functionaries and political interferences, which in turn affected the abilities of municipalities to deliver services. As a response to this crisis, the LGTAS was introduced in 2009 as a diagnostic tool for local government. Basically, the key motive for this strategy was to understand the state of local government in 2009 and beyond, and to restore the confidence of the citizens in local government. In this regard, the ultimate goals of the LGTAS and Local Government Municipal Systems Act (Act 32 of 2000) are to provide a democratic and accountable government for local communities, build clean, responsive and accountable government, review the vision of developmental local government and to be responsive to the needs of the local citizens (COGTA, 2009).

COGTA (2009:12) outlines the following key areas for the formation of LGTAS:

- Insufficient human and financial capacity to deliver on the constitutional and legal mandates and on citizen expectations;
- Certain municipalities have failed to manage their powers and functions and related responsibilities because of over-complexity in the system;
- Little positive impact on coordinated and cooperative governance through either national inter-governmental systems, political leadership, inter-Governmental Forums, sector engagements which led to instability between spheres of government and a lack of governance or policy coherence;
- Weak oversight, supervision, support, intervention mechanisms across government which led to weak council leadership over their administrations in the best interests of certain municipalities;

- Opportunities for fraud and corruption, poor ethical behaviour, poor values, weak accountability frameworks and political factionalism which can result in territorial economic elites;
- Uneven response to demands of rural and urban environments: no policy focus to address issues of service delivery capacity requirements; and
- Poor growth and lack of opportunities particularly in small towns and rural areas and a weak integrative focus between Integrated Developments Plans and Local Economic Development Plans.

With regard to the implications of the LGTAS in Ndwedwe Local Municipality, in 2009, the iLembe District Municipality adopted its plans of responding to the LGTAS which is led by the Turn-Around Steering Committee, consisting of mayors of all four local municipalities of the iLembe District, Municipal Managers, senior officials from finance, co-operative governance, co-operate services and technical business units. The purpose of this committee is to ensure the district's continuous alignment with the objectives of LGTAS and to review service delivery mechanisms of the district municipality. To this end, it can be highlighted that through LGTAS, the district municipality and its local municipalities has achieved some milestones in addressing administrative challenges, thus improving service delivery.

2.17.3 THE BACK TO BASICS INITIATIVE

Guided by the vision of Developmental Local Government, seeking to promote an effective working relationships between citizens and municipalities, the South African local government systems have played a vital role in transforming its societies from the apartheid legacy to the democratic governance system in which service delivery is a basic human rights. In this regard, municipalities have served as a preferred vehicle for the delivery of services. However, it cannot be concluded as yet that local government has performed at the satisfactory level in which the delivery of such services reaches all communities. The Back to Basics initiative of COGTA was formulated in 2014 to conduct an assessment of what has been achieved by local government

thus far and to devise corrective strategies in solving the existing challenges (COGTA, 2014:9). The assessment identifies three categories of municipalities. For example:

The top third municipalities: have got the basics right and are performing their functions at least adequately. Within this group, there are a small group of top performers that are doing extremely well. In these municipalities, there are innovative practices to ensure sustainability and resilience. This small group of municipalities represent the desired (ideal) state for all South African municipalities (COGTA, 2014:5).

The middle third of municipalities: are fairly functional, and overall performance is average. While the basics are mostly in place and the municipalities can deliver on the main functions of local government, there are some areas of poor performance which are worrying. These include failure to comply with financial regulations as highlighted in the Municipal Financial Management Act (Act 56 of 2003).

The bottom third municipalities: are frankly dysfunctional, and significant work is required to get them to function properly. Among others in this category, are those that are characterised by endemic corruption, councils which do not function, no structured community engagement, and poor record of service delivery.

The IDP Review Document of Ndwedwe Local Municipality (2015-2016) outlines steps which have been undertaken by the municipality to implement good practices of local government as highlighted in the Back to Basic Document with strong emphasis on good government and progressive consultation with communities. The municipality does not execute its functions exceptionally well, however it manages to meet the basic needs of the communities such as water, electricity, housing, infrastructure.

The above discussed programmes (Project Consolidate, LGTAS and the Back to Basic initiative) have somehow contributed to improvements at local government. However, it is imperative to

mention that while accountability and the quality of management at local government clearly leave much to be desired, the real problems confronting local authorities actually exist in the macro-economy, implying that the challenge facing national government also impact heavily on local government and affects its operations.

2.18 CONCLUSION

Restructuring and transformation of municipalities in South Africa has been an ongoing process since the introduction of local governments. The above discussed process of transformation and restructuring has been influenced largely by a number of Acts and legislations passed with the purpose of modernizing the system of local governance in South Africa, with the intention of ensuring that there is proper and effective delivery of services even to the lower member of the community. Secondly, another objective has been to ensure accountability from the local government's political heads (Executive authorities) and officials of municipalities in general. All these processes had always have various constitutional implications.

It is evident that local governance has been undergoing profound changes since 1994 and at the centre of these changes, a Local Government Transitional Authority (LGTA) had been mostly instrumental in driving and giving direction to the whole process of transformation and restructuring. Furthermore, some of the legislations on local government like Municipal Finance Management Act (MFMA) and others are to ensure that all municipalities are able to function effectively and are always transparent in their functioning thereby minimizing all elements of corruption among the councillors and senior municipal officials.

CHAPTER THREE

SERVICE DELIVERY IN NDWEDWE LOCAL MUNICIPALITY

3.1 INTRODUCTION

Municipal service delivery is a key element for the successful operations of local government in South Africa. Furthermore, the White Paper on the Transformation of Public Services (1995) regards responsive public services as an essential element for the promotion of social cohesion. For example, this necessity for a responsive Public Service was illustrated in the White Paper on the Transformation of the Public Service Delivery (WTPSD) in chapter 11 stating that, “*A guiding principle of the public service is to fulfil its role in the implementation of the RDP*”. Against this background, this chapter reviews service delivery systems of the Ndwedwe Local Municipality with emphasis on the achievements of the municipality in the delivery of basic services and the challenges which have been encountered along the way.

While there are notable achievements in service delivery, the municipality has experienced numerous challenges regarding the delivery of services to the people. Among other challenges faced by the municipality is the lack of infrastructure and other resources to assist the municipality in achieving its developmental mandate. As a small municipality, Ndwedwe’s budget is derived from the National government equitable share allocation since the municipality is currently unable to generate its own revenue and to sustain its activities. This chapter will focus on numerous other service delivery backlogs experienced by this municipality.

3.2 THE CURRENT STATE OF LOCAL GOVERNMENT SERVICE DELIVERY IN NDWEDWE MUNICIPALITY

According to the Community Survey Report published by Statistics South Africa (2008) the socio-economic audit for municipalities glaringly highlights some areas of significant improvements and other areas that require more effort with a view to improvement. The above report further postulates that pit latrines are most common in Limpopo (64.5%) and least common in Western Cape (0.8%). Bucket toilets are mostly used in Free State (12.7%), Northern Cape (4.4%) and

North West (4.2%). The national average is 2.2%. There are only 36 municipalities countrywide who do not have sanitation backlogs (Report on the State of Local Government in South Africa, 2009). Furthermore, access to piped water within 200m of a household has increased from 72.1% to the lowest percentages of access to piped water below the National average of 74.4% (Community Survey Report, 2007). It is however, important to note that these backlogs do not take into account population growth, new households and limited infrastructure facilities facing numerous municipalities. The enormity of service delivery challenges saddling municipalities remain daunting. In addition, the performance of municipalities should be located within the context of the unique challenges faced by weaker and more vulnerable municipalities characterized by complex rural development problems including massive infrastructure backlogs that require extraordinary measures to address funding and capacity requirements (Report on the State of Local Government, 2009).

3.3 DEFICIENCIES IN ADMINISTRATIVE CAPACITY AND INSTITUTIONAL PERFORMANCE

Van der Waldt (2002:82) states that capacity refers to the availability of and access to concrete or tangible resources (human, financial, material or technological) and having the knowledge to implement policies and the delivery of public services. According to the Local Government Sector Education and Training Authority (LGSETA) Report published in 2010:45, 31% of municipal managers have qualifications other than those related to finance, legal, public administration, planning and development and 28% of Chief Financial Officers do not hold finance related qualifications. To make matters worse, equally 35% of technical managers are without engineering qualifications. This state of affairs could clearly impact negatively on the performance of municipalities in question as these senior municipal executives are expected to provide expert views and opinions to the political structures and political office bearers operating within municipalities such as mayoral committees, the executive mayors and mayors.

SALGA (2011:89) highlighted some critical aspects with regard to some councillor's lack of capacity which mainly accounts for inadequacy of quality services for local communities. Kanyane (2006-116) notes that weak leadership in strategic management including corporate governance, shortage of skills to implement financial management legislation, misplacement of skills within municipalities, political considerations in appointments of senior managers without qualifications had tremendously weakened the performance of municipalities. This has also resulted in the situation, in which some municipalities have inadequate financial management capacity, and this has had a resultant effect in which budgeting, accounting, credit control and financial reporting systems are weak (State of Local Government Report, 2009). Consequently, approximately 58 % of the 278 municipalities could not account for the revenue they collected. (Nombembe, 2008:21). This means that the municipal managers and financial officers are unable to depict how and when financial transfers from government took place and cannot provide proof of where the amounts listed in their financial statements originates from (Nombembe, 2008:24). According to The National Treasury (2009) 56 local municipalities were on their financial distress list. These municipalities were mainly in the Northern Province, Eastern Cape, and the Free State (The State of Local Government in South Africa, 2009:25).

3.4 LEGISLATIVE IMPERATIVES

According to the Local Government Budgets and the Expenditure Review (2008:22,23) municipalities should be largely self-financing. This means that the bulk of their resources is to be raised from own revenue sources such as taxes and service charges. Section 96 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) states that a municipality, be it rural or urban area:

- Must collect all monies that are due and payable to it, subject to this Act and any other applicable legislation; and
- For this purpose, must adopt, maintain and implement a credit control and debt collection policy which is consistent with its rates and tariff policies and complies with the provisions of this Act.

Being a rural and small municipality, Ndwedwe Local Municipality does not collect adequate revenues due to poverty and unemployment affecting its citizens. This is also observed by De Wet (2009: 9) who points out that given the background of what is expected of a municipality, be it rural or urban, one argues that strong municipalities most of which are rurally based. Furthermore, De Wet (2009:9) notes that municipalities do not have an option except to collect all monies due to them by the rate payers.

Most local municipalities in the Province of KwaZulu-Natal in 2009 were reported to be in a bad financial situation with no adequate sources to render basic services to their communities (IOL, 2009). For example, Umzumbe Local Municipality which is a predominantly rural municipality under Ugu District Municipality was among municipalities identified as failing to deliver services to its citizenry.

Additionally, (Mafema, Tshishonga & Maphunye 2009:116) point out that like many South African rural municipalities, Umzumbe's economic growth backlogs emanated from lack of financial viability or an independent tax base and management capacity. This is also applicable to most of the local municipalities in the province of KwaZulu-Natal.

3.5 SUMMARY OF THE ROLE OF IDP IN NDWEWDE LOCAL MUNICIPALITY

In line with the recommendations of the Local Government Municipal Systems Act, Act 32 of 2000, all municipalities should prepare and adopt an Integrated Development Plan (IDP). An Integrated Development Plan adopted by the Council of a municipality is the key strategic planning tool, which guides and informs all planning, budgeting, management and decision making in a municipality. Preparing and endorsing a municipal IDP document is a lengthy and time consuming process which requires dedication, commitment and the involvement of various stakeholders. As a matter of principle, the IDP must be reviewed annually (Local Government White Paper 1998:26).

According to Cloete, (2007:120) Integrated Development Plan is required inter alia to:

- Promote democratic and accountable local government;
- Ensure that services are rendered efficiently and effectively to local communities;
- Obtain social and economic development for marginalized and formerly disadvantaged communities;
- Creation of a safe and healthy environment;
- Involve communities in identifying their own needs and contributing to finding solutions for challenges faced by them; and
- Ensuring financial sustainability for development projects.

An IDP must reflect the council's vision for the long term development of the municipality with emphasis on significant developmental and transformational needs of the community. The plan should also provide an assessment of the existing level of development in the municipality and reflect the specific council's development priorities and objectives for its term of office. The main priority of Ndwedwe municipality is to improve its infrastructure and provide adequate services to its citizens. These services mainly include housing, water and sanitation. Since local government is an integral component of the three spheres of government, a municipality's Integrated Development Plan should also be aligned with relevant national and provincial sectoral plans and planning requirements. Thus, a municipality's Integrated Development Plan forms part of the total development plan for the country as a whole and is binding on the municipality in terms of legislation. An Integrated Development Plan also enables a council to gain access to development resources, and to bring about accountable government and administration as well as involvement of the community in planning. Councillors are afforded an opportunity to inform the community of the policies and actions of the council and to evaluate the success or failure of the council's policies for service delivery. It also affords the municipality's officials a valuable mechanism to inform the council about their executive functions. It also allows officials the opportunity to participate in formulating policy and planning guidelines within their

capacity to give effect to council decision. It enables the community to evaluate the council's effectiveness by measuring its performance against its planning goals. This also applies to the provincial and national spheres of government as they have to evaluate every municipal council's performance against its stated goals (Cloete, 2007: 5).

3.6 IDP AND THE LOCAL GOVERNMENT MUNICIPAL SYSTEMS ACT

Chapter 5 of the Local Government Municipal Systems Act 32 of 2000 requires that a municipality undertakes a comprehensive and an oriented development planning to ensure that:

- a) It strives to achieve the objects of local government set out in section 152 of the constitution;
- b) It gives effect to its developmental duties as required by section 153 of the Constitution; and
- c) Together with other organs of state, contribute to the progressive realization of the fundamental rights contained in section 24, 25, 26, 27 and 29 of the Constitution.

Section 25 of the Local Government Municipal Systems Act No. 32 of 2000 further states that each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which:

- Links, integrates and coordinates plans and takes into account proposals for the development of the municipality,
- Aligns the resources and capacity of the municipality with the implementation of the plan,
- Forms the policy framework and general basis on which annual budgets must be based,
- Complies with the provisions of Chapter 5; and ☐ Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of the legislation.

In essence, this is a development orientated plan which seeks ways of improving service delivery by inviting public inputs on developing an Integrated Development Plan which is in line with national and provincial government development plans.

3.7 SERVICE DELIVERY BACKLOGS IN NDWEDWE LOCAL MUNICIPALITY

The study reviewed the following types of services which are offered by Ndwedwe Local Municipality.

3.7.1 WATER AND SANITATION

The IDP document of ILembe District Municipality (2012) states that in terms of National Government targets and goals all households must have access to clean piped water installed 200 metres away from a household and in terms of sanitation, people should have access to ventilated pit latrine on site by 2014. According to the 2007 Community Survey, the water backlogs in Ndwedwe Municipality stands at 46%. (ILembe District Municipality 2012:34). On sanitation backlogs the 2007 Community survey figures indicate that there is a backlog of 86.4% in Ndwedwe Municipality.

3.7.2 EDUCATION

With regard to education, the 2007 iLembe District Growth and Development Summit discussion report states that 39.3% of the population segment has no schooling, while only 10.6% have education level up to grade 12. Presently, attempts are being made in line with the Further Education and Training (FET) Colleges for alternative forms of education, specifically Adult Basic Education, basic skills training, business skills training, entrepreneurial development and other forms of tertiary education (Community Survey Report 2007:29). However, there might have been improvement regarding these figures since 2007.ining, business skills training, entrepreneurial development and other forms of tertiary education (Community Survey Report 2007:29).

3.7.3 HEALTH FACILITIES

According to the ILembe District Office, top six medical conditions prevalent within the Ndwedwe Municipality are as follows: HIV/AIDS, TB, Lower Respiratory Infections, Hypertension, diabetes mellitus and diarrhoea. Community Survey Report (2007) further postulates that a number of health facilities in the form of provincial and mobile clinics exist within the district. However, the adequacy of these facilities remains a challenge, as the most important issue impacting on health is the lack of access to potable water, with a large percentage of the population dependent on natural water sources, e.g. rivers, springs etc. In addition, the communities do not have adequate access to potable water hence the widespread diseases such as diarrhoea and other water related diseases (Ndwedwe IDP: 2012-2013).

3.7.4 FUTURE WATER AND SANITATION NEEDS

Coupled with the challenge of water and sanitation in the district municipality, is the poor human settlement infrastructure. Therefore, the proposed Ndwedwe town centre will require additional supply of water as there are housing and commercial developments envisaged to take place in the near future. However, there has not been any development taking place in this community to date. Lack of planning and inadequate financial resources are the major constraints hindering development in this community. Despite these challenges, this area has been prioritized by the Ndwedwe Municipality; the same is expected of the Water Services Authority (Ndwedwe, Annual Report 2012:31).

In 2012, statistical figures in service delivery backlogs indicated 42% and 63% respectively. As discussed in the preceding sections of this thesis, inadequate financial resources have been cited as the major obstacle contributing to these service delivery challenges. One solution in this situation would be to establish a suitable bulk water supply.

3.7.5 ELECTRICITY

In terms of national electricity targets and goals, all households must be connected to the national grid by 2014, in the current context; access to electricity remains one of the major challenges facing the Municipality. This is mainly due to the Dispersed settlement patterns, broken topography and lack of bulk infrastructure posing a challenge in terms of electricity provision. However, there are areas such as Thafamasi, Ngonweni and KwaNyuswa that have been identified for other sources of energy such as non-grid electricity. Furthermore, some of these areas have benefitted from this initiative but this kind of electricity is not popular because of its limitations (Ndwedwe Local Municipality, 2012).

The municipality has also electrified some schools. The intention was to bring infrastructure closer to the communities. Once the infrastructure has been provided it becomes easy to install individual households. There are however, limitations in terms of a number of households that can benefit from this electricity because of network constrains. Because of these limitations, investigations have identified a need for an electric substation in the area at a cost of 35 million. The construction of this substation is underway in Sonkombo (ward 11) (Ndwedwe IDP: 2012-2013).

3.7.6 LOCAL SPORT FACILITIES

Adequate sport and recreational facilities play an essential role in socializing and integrating community members. Therefore, quality sporting facilities should remain a priority for local communities. With regard to Indwedwe Local Municipality, the Regional Sports Field has been built to suit this purpose. Furthermore, the municipality is proceeding with providing sports fields in strategic areas (Ndwedwe Municipal: Annual Report).

3.7.7 HIV/AIDS

According to the Municipal Status Report (2013:23) the HIV/AIDS infections stands at 30% in the entire district. This represents a major challenge in the economic growth of the district as more

financial resources are diverted into finding solutions for the disease. Furthermore, these infections imply that more people are unable to participate in the labour force thus negatively influencing economic prosperity of the district. However, the Municipality is in the process of developing a comprehensive HIV/AIDS programme with the objective of the municipality focusing on integration and coordination of AIDS awareness and support programmes. In addition, the municipality intends to work closely with the community organisations (NGOs, CBOs, and NPOs) in finding solutions for future spreading of HIV/AIDS.

3.7.8 COMMUNITY SERVICES

The mayor's Report on the State of Ndwedwe Municipality (2012:108) states that one of the major challenges facing Ndwedwe Municipality is the scarcity of community facilities such as public libraries, well located community halls, sheltered pension pay points, etc. The report further reports that the Ndwedwe Municipality is working in partnership with Sector Departments to provide such services. As mandated by section 152 of the Constitution, the municipality aspires to provide high quality services to its communities.

3.7.9 EXPANDED PUBLIC WORKS PROGRAMME

In attempts to accelerate economic growth and employment opportunities, the Municipal Council of the Ndwedwe Municipality has promoted the vision of the Expanded Public Works Programme which includes amongst other aspects, the provision of training to the municipal officials in order to be able to facilitate community projects in line with the criteria enshrined in the EPWP. Furthermore, there is a continuous effort to ensure that the principles of EPWP of providing sustainable job opportunities are adhered to. Community projects such as the upgrade of the P100 road met the Expanded Public Works Programme criteria, and there has been some transfer of skills to local contractors and labourers (Ndwedwe Mayor's Annual Report 2012:24).

3.7.10 HUMAN SETTLEMENT

According to Statistics SA (2011) Community survey, housing backlogs in Ndwedwe Municipality stands at 74%. Currently, the housing type throughout the municipality comprises largely traditional rural dwellings, occurring in dispersed and sparse pockets on traditional authority land (Ndwedwe IDP: 2012-2013).

3.7.11 FREE BASIC ELECTRICITY

As discussed under section 3.7.5 of this thesis, inadequate electricity supply presents a major challenge in Ndwedwe Municipality. In light of this challenge, the Ndwedwe Municipality is in the process of implementing a free basic electricity policy. This however, remains a challenge to the municipality due to the lack of adequate infrastructure and energy. Presently, there are only 124 households which have qualified for free basic electricity. The municipality strives to extend this service to the majority of household in the district municipality.

3.7.12 CEMETERIES AND CREMATORIA

According to iLembe Mayor's Report on the State of Local Municipalities (2011:12) the Strategic Objective of the Municipality is to provide appropriate access to cemeteries and mortuaries at Primary and Secondary nodes. Furthermore, the report notes that due to the shortage of land in the urban areas of the province of Kwa Zulu-Natal, there is a need for research to identify suitable locations for cemeteries. The report further notes that except for some informal cemeteries situated within a few places of worship, e.g. Msunduze and Ndwedwe Mission, the situation currently is such that there is no formal cemetery throughout the Municipal area, and that the Municipality in conjunction with Ingonyama Trust will formalize areas found to be suitable to be demarcated as cemeteries after the completion of the study (iLembe Mayor's Report on the State of Local Municipalities 2011:12).

3.7.13 EMPOWERMENT: WOMEN, YOUTH AND PEOPLE WITH SPECIAL NEEDS

Youth is the dominant age group in the municipality. This presents a challenge to the municipality in terms of providing adequate educational skills, employment and business opportunities. This is also a challenge for women who, due to cultural beliefs and patriarchal system which is also dominant in the district, are unemployed and do not have adequate skills. The municipality is currently in the process of implementing policies to develop and empower youth and women and the people with special needs (Ndwedwe IDP, 2012-2013).

3.8 THE KZN PROVINCIAL PLAN OF ACTION (PRIORITIES) 2010-2014

The Local Government Municipal Systems Act 32 of 2000 requires municipalities to draft their programme of action in the form of Integrated Development Plans. In addition, the State of the KZN Province Address, (2012) states that municipalities must align their programmes with the Provincial Plan of Action, which amongst other things espouses the following factors:

- Rural Development, Agrarian Reform i.e. creating capacity for food security, income generation and export possibility;
- Fighting crime and creating safer communities;
- Education and skills for all (in support of government priority programme, building economy and creating jobs and nation building);
- Health for all which include a comprehensive programme focused on reducing morbidity and mortality;
- Creating decent work and ensuring economic growth i.e. first economy interventions, integration of second economy, building small business and cooperative movement;
- Nation building and good governance, that is to create an inclusive government and compassionate, non-racial and integrated society, efficient administration and elimination of fraud and corruption;
- Social and economic infrastructure;

- Social cohesion and sustainable communities;
- International co-operation;
- Sustainable resource management.

To date, these priorities have been aligned to the Ndwedwe Municipal Objectives, Programme and Projects. For instance, the municipality continues to strengthen its IDP process, so that it could yield more outcomes in terms of providing jobs through its LED initiative. Furthermore, the quest for job creation is also linked to the Provincial Growth Development Strategies (PGDS). In a nutshell, the plan embodies all municipal IDPs in the respective provinces. In the case of Ndwedwe Municipality, it outlines priorities which have been addressed, in the process of being addressed and those that are difficult to achieve – such as youth employment, reduction in HIV/AIDS infections, crime, fraud and corruption.

3.9 THE DEVELOPMENT STRATEGY OF NDWEDWE LOCAL MUNICIPALITY

The development planning agenda of Ndwedwe Municipality consists of six strategic pillars. These include (Ndwedwe Local Municipality, 2012):

- The accelerated and sustainable provision of infrastructure and basic services;
- The accelerated and sustainable development of local economy;
- The accelerated fight for poverty and HIV/AIDS reduction;
- Building and sustaining service and performance driven municipality;
- Deepening the institutional democracy, accountability and human rights; and
- Building and sustain unity, peace and reconciliation.

The above pillars are a cornerstone for the Ndwedwe Municipality's strategy on its plans and priority areas of development. They focus on broader issues which are capable of making Ndwedwe an economically viable municipality.

3.10 THE PROVINCIAL SPATIAL ECONOMIC DEVELOPMENT STRATEGY (PSEDS)

The Municipal IDP (2013-2014) states that Provincial Spatial Economic Development Strategy focuses on fixed infrastructure investments in areas of economic development potential and prioritises areas of greatest need based on poverty densities. Based on the above, the Provincial Spatial Economic Development Strategy endeavours to identify main growth centres and related nodes and corridors. In the Ndwedwe context, the Provincial Spatial Development Strategy identifies and prioritises as a secondary corridor (from a Province perspective) Maphumulo-Ndwedwe-Dube Trade Port Corridor. In terms of the Provincial Spatial Development Strategy, this corridor has a huge potential for:

- Production of labour intensive goods
- Mass produced goods i.e. agriculture and tourism (KZN COGTA MEC Report on the Portfolio Committee 2011).

In terms of the nodes, the Provincial Spatial Economic Development Strategy points to the fact that Ndwedwe Village must be strengthened as a service and agri-processing node linked to Dube Trade Port opportunities.

3.11 NDWEDWE SPATIAL DEVELOPMENT FRAMEWORK (SDF)

According to the Municipal IDP Document (2013) The municipality is in a process of conducting environmental studies to ensure that environmental resources are adequately identified and protected. It ensures that there is sustainable use of such limited resources. It will show areas that are strictly protected from development. It identifies areas where development can be permitted to a particular minimum level depending on the intensity of development and areas where development would be allowed.

According to the Municipal IDP (2012:16) the Ndwedwe SDF responds to the NSDP, the PGDS and the District SDF by focusing on localities of economic potential in order to gear in private sector

investment stimulate sustainable economic activities and create long term employment opportunities. In this regard, the SDF provides overall location of the major existing and development components of the Ndwedwe Municipality (IDP, 2013-2014).

3.12 THE DEVELOPMENT FRAMEWORK OF NDWEDWE LOCAL MUNICIPALITY

The development endeavours of Ndwedwe Municipality are articulated in the form of primary and secondary corridors, economic development, tourism and recreation.

3.12.1 Primary Corridors

The Ndwedwe Municipality is proposing corridors to ensure that there are major internal and external linkages between the municipality and other areas. These include:

- The existing R74 from Stanger via Ashville to Kranskop;
- The existing R614 from Tongaat via Qinisani and Bamshela to Wartburg;
- The P100 from Verulam to the Ndwedwe Village and back to Inanda;
- A new north-south link road, although based substantially on a series of existing local roads, connecting to the P100 at Mkhukhuze in the south to the Maphumulo Village in the adjacent municipality, creating, inter alia, a new interceptor point at Qinisani. (Ndwedwe IDP, 2012: 35).

The Ndwedwe area has no direct link with areas outside the boundaries of the municipality, which creates barriers in communication. These corridors will ensure that there is a direct link between Ndwedwe and neighbouring areas around the municipality.

3.12.2 Secondary Corridors

These corridors provide major internal interconnection between the various development areas and components. These areas consist of the following:

- The Ndwedwe –Osindisweni Road;
- The Mkhukhuze-Montebello Road;
- Roads from the P100 to Tafamasi and Zimpondweni;
- The Emona-Sonkombo-KwaNodwengu-Ozwathini Road linking in the north to the R614;
- Roads from Bhamshela to KwaThayela and the D890 further to the north;
- The road from Qinisani area to Asherville;
- The road from St.Martin to Shakaskraal;
- The road from the R74 to Doringkop (IDP Report, 2011:12).
-

In a nutshell, there is no interconnection between areas within the Ndwedwe area. These roads will provide communication and link among areas within the Ndwedwe Municipality.

3.12.3 Economic Development

According to the Ndwedwe IDP (2012:33) the economic development of Ndwedwe is being considered as one of the most important aspects of developing the municipality. In all of the economic activities identified, it appears of great importance to protect on one hand the unique natural rural environment while on the other hand utilizing opportunities arising from the close proximity to the metropolitan development. The location of the King Shaka Airport within 10km of the boundary of the Ndwedwe Municipality presents significant opportunities for the economic development of the area (Ndwedwe IDP Review, 2012/2013: 80).

3.12.4 Tourism and Recreation

The Municipal IDP (2012/2013:78) states that another component of the important economic development of Ndwedwe has been tourism and recreation, as the municipality has a variety of opportunities for the development of tourism and recreation activities, substantially relating to dramatic topographic conditions, and natural African landscape. The tourism aspect of Ndwedwe Local Municipality is essential for the creation and sustaining of strong economic base development and the acceleration of employment opportunities.

3.13 CONCLUSION

It has become evident that the Ndwedwe municipality is still lagging far behind with service delivery. Shortage of educational facilities like Further Education and Training Colleges within the municipality adds an additional strain on the attainment of relevant and important skills that are capable of assisting the municipality in achieving its goals and mission. Furthermore, lack of clean water may result in numerous diseases among residents and further compromise the limited budget of the municipality to deal with medical care to those affected thereby shifting focus on real matters of service delivery. Geographically, the broader Ndwedwe area is extremely vast which makes it difficult for the municipal officials to effectively reach all corners of Ndwedwe.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 INTRODUCTION

This chapter represents the methodological approach utilized by the researcher to reach conclusions regarding local government restructuring and transformation processes with strong emphasis on service delivery. The research design is presented and rationale provided for its selection and usage in the study. The research instruments and their roles in the study are clearly explained. The researcher followed proper research ethics as required in scientific research. Kothari (2004:7) states that research methodology may be understood as all those methods/ techniques that are used by researchers in conducting research. For the purpose of this study, such methods were essential in answering research questions and to reach conclusions and submit study recommendations. The empirical investigation of the study focused mainly on service delivery in the rural municipalities in the Province of Kwa Zulu-Natal with reference to Ndwedwe Local Municipality. Research informants involved the general public, municipal officials such as councillors, ward committees, traditional leaders and the community organizations (NGOs, CBOs and NPOs). The purpose of engaging these subjects was to solicit their views on service delivery in Ndwedwe Local Municipality and to develop a broad understanding of municipal service delivery in the context of local government restructuring and transformation in South Africa. It is essential to note that service delivery is no longer the privilege for the selected races as it was the case under apartheid regime, but a basic human right that is essential for the realization of the National Development Plan: VISION 2030. It is against this background that the current study conducted an extensive literature review and research methodology to contribute to the knowledge base of local government operations in South Africa.

4.2 RESEARCH QUESTIONS

As indicated in chapter one, the study responded to the following questions:

- What is the current state of municipal service delivery at Ndwedwe Local Municipality?

- What are the barriers and challenges confronting the Ndwedwe Municipality regarding the delivery of quality municipal services?
- Does Ndwedwe Municipality comply with the local government legislation including Municipal Finance Management Act 56 of (2003), the Local Government Municipal Structures Act 117 of 1998, Local Government Municipal Systems Act 32 of 2000 and numerous other pieces of legislations governing all municipalities in South Africa?
- Is there adequate capacity in Ndwedwe Municipality among municipal councillors to facilitate service delivery?
- Is there a sustained relationship between the Ndwedwe Local Municipality and its external stakeholders in facilitating quality service delivery?

The literature and theoretical framework presented in chapter two and three respectively, responds to these questions by outlining contemporary issues in local government and service delivery in South Africa.

4.3 RESEARCH OBJECTIVES

In line with the study questions, the objectives of the study are illustrated as follows.

- Evaluate and assess the current state of service delivery within Ndwedwe Local Municipality.
- Identify political, legislative and administrative challenges that may confront the municipality in its pursuit of delivery of services to the people;
- To assess the level of compliance by Ndwedwe Local Municipality with local government legislation for service delivery.
- To investigate whether municipal functionaries (ward committees, ward councillors, traditional leaders and community organization) on Ndwedwe Local Municipality are properly capacitated to deal with service delivery matters.
- To evaluate the role by the Ndwedwe Local Municipality and its external stakeholders in enhancing services delivery.

The researcher of the current study utilised a comprehensive research design to solicit information from the respondents; hence the research design is presented in the section below:

4.4 RESEARCH DESIGN

Newman (2002:209) conceptualises research design as the arrangements of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose. This conceptualization is further elaborated by Sekaran (2011:38) that research design is the conceptual structure within which research is conducted; it constitutes the blueprint for the collection, measurement and analysis of data. Hence the research design of this study indicates the research methods applied in the study, research paradigm underpinning the study, research sampling and statistical approach and the application of research ethics.

4.4.1 RESEARCH METHODS

The research methodological approach of the study is presented in the sections below:

(i) DESCRIPTIVE RESEARCH

The study is descriptive in nature, that is, it describes municipal service delivery and validates the research findings. Hence the study adopted a mixed method approach. This is in line with the observation of Creswell (2005:59) stating that descriptive research does not fit neatly into the definition of either quantitative or qualitative research methodologies, but instead it can utilize elements of both, often within the same study. Furthermore, Neale (2008:408) alludes to the fact that descriptive research can be either quantitative or qualitative. It can involve collections of quantitative information that can be tabulated along a continuum in numerical form, such as scores on a test or the number of times a person chooses to use a- certain feature of a multimedia programme, or it can describe categories of information such as gender or patterns of interaction when using technology in a group situation.

(ii) MIXED METHOD RESEARCH APPROACH

In the mixed methods approach, researchers incorporate methods of collecting or analysing data from the quantitative and qualitative research approaches in a single research study (Creswell, Johnson & Onwuegbuzie; Tashakkori & Teddlie:2003:81). That is, researchers collect or analyse not only numerical data, which is customary for quantitative research, but also narrative data, which is the norm for qualitative research in order to address the research question(s) defined for a particular research study (Williams, 2007: 70, cited in Kothari, 2004). As an example, in order to collect a mixture of data, researchers might distribute a survey that contains closed- ended questions to collect the numerical, or quantitative, data and conduct an interview using open-ended questions to collect the narrative, or qualitative data. This was also applied in the current study in which the researcher prepared two sets of research tools, for example questionnaires for the general public and structured interview schedules for municipal officials of Ndwedwe Local Municipality.

In articulating the benefits of mixed methods approach, Creswell (2003:127) envisages that by having the ability to design research studies that combine data collection or data analysis methods from the quantitative and qualitative research approaches, researchers are now able to test and build theories. In the case of this study, the researcher tested the theories of local government and service delivery which are discussed in chapter two and chapter three respectively. Furthermore, Creswell (2011:68) denotes that the mixed methods approach to research provides researchers with the ability to design a single research study that answers questions about both the complex nature of the phenomenon from the participant's point of view and the relationship between measurable variables.

In terms of data collection procedures, the mixed method approach adopts specific techniques compatible with both quantitative and qualitative studies. This is due to the fact that quantitative and qualitative research methods investigate and explore the different claims to knowledge and both methods are designed to address a specific type of research question (Leedy, 2001:23). For

example, quantitative data includes closed- ended information such as that found on attitude, behaviour, or performance instruments. In contrast, qualitative data consists of open- ended information that the researcher gathers through interviews with participants. The general open- ended questions asked during these interviews allow the participants to supply in their own words.

4.4.2 RESEARCH TOOLS

Since the study adopted mixed method approach, it utilized both research questionnaires and interview schedules.

(i) RESEARCH QUESTIONNAIRES

According to Bless and Higson- Smith (1999:102), a questionnaire is constructed for collecting and recording information about a particular issue of interest. It is mainly made up of a list of questions, but should also include clear instructions and space for answers or administrative details. In line with this explanation, the researcher designed and administered a questionnaire to the general public (community members of the Ndwedwe Local Municipality between November 2014 and March 2015). For the purpose of this study, the questionnaire sought to understand the perceptions of the Ndwedwe Local residents about the quality of service provided by the municipality. In addition, the questionnaires were designed in the manner seeking to understand how the municipality has responded to the processes brought by the local government restructuring and transformation process in the South African local government sphere. Newman (2004:38) alerts that questionnaires should always have a definite purpose that is related to the objectives of the research, and it needs to be clear from the outset how the findings will be used. In line with the current study, the principal objective of the study sought to understand the provision of municipal services in the rural municipalities. The study used Ndwedwe Local Municipality as a point of reference. It is essential that respondents are made aware of the purpose of the research wherever possible, and should be told how and when they

will receive feedback on the findings (Oppenheim, 2002:38). In this regard, the researcher was mainly guided by the ethical code of conduct which outlines the professional norms of interaction between researchers and research subjects.

According to Lee (2000:33) research questionnaires are designed with the purpose to:

- Collect factual information in order to classify people and their circumstances;
- Gather straightforward information relating to people’s behaviour
- Look at the basic attitudes/ opinions of a group of people relating to a particular issue;
- Measure the satisfaction of customers with a product or service, and
- Collect ‘baseline’ information which can then be tracked over time to examine changes.

According to the information adapted from <http://kirklees.gov.uk/community/questionnaires>, the table below indicates both the advantages and disadvantages of using research questionnaires.

Table: 1 Advantages and Disadvantages of using Research Questionnaires

Advantages of a research questionnaire	Disadvantages of a research questionnaire
<ul style="list-style-type: none"> • Can contact a large number of people at a relatively low cost (postal and telephone) 	<ul style="list-style-type: none"> • Response rates can be low (postal) and refusal rates high (telephone)
<ul style="list-style-type: none"> • Easy to reach people who are spread across a wide geographical area or who live in remote locations (postal and phone) 	<ul style="list-style-type: none"> • There is little control over who completes a postal questionnaire, which can lead to bias.
<ul style="list-style-type: none"> • Respondents are able to complete postal questionnaires in their own time and telephone call-backs can be arranged for a more convenient time 	<ul style="list-style-type: none"> • Postal questionnaires are inappropriate for people with reading difficulties or visual impairments and those who cannot read English.

<ul style="list-style-type: none"> • Telephone questionnaires can make it easier to consult some disabled people 	<ul style="list-style-type: none"> • Postal and phone questionnaires must be kept relatively short
<ul style="list-style-type: none"> • Questionnaires can make it easier to identify the appropriate person to complete the questionnaire 	<ul style="list-style-type: none"> • Telephonic questionnaires require the use of trained interviewers.
<ul style="list-style-type: none"> • Questionnaires can be longer than postal and phone questionnaires, collect more information and allow the use of 'visual aids'. 	<ul style="list-style-type: none"> • Questionnaires are time consuming for respondents, more costly and more labour intensive than other methods

(Source: Corporate Research and Consultation Team, 2003)

For ease of understanding, the questionnaires were prepared in a simple and understandable English language which caters for respondents of a wider spectrum, including those with little educational background. In addition, they were administered to the respondents who live in a wider geographical area, thus were easily accessible.

(ii) INTERVIEW SCHEDULES

As far as interviews are concerned, there are three main types of interview schedules which can be utilized by researchers. For example, there are structured, semi- structured and unstructured interviews. For the purpose of this study, the researcher used structured interviews. Interviews are essentially, verbally administered questionnaires, in which a list of predetermined questions is asked, (Stewart, 1998:33). In this way, the respondents respond in a manner that allows for their flexibility. In addition, Williamson (2007:45) notes that interviews are believed to provide a 'deeper' understanding of social phenomena than would be obtained from purely quantitative methods, such as questionnaires.

Structured Interviews

In structured interviews, the questions are asked in a set/ standardized orders and the interviewer will not deviate from the interview schedule or probe beyond the answers received (Sekaran, 2011:103). The researcher used structured interviews to solicit information from the municipal officials such as the Municipal Manager, ward councilors, traditional leaders, ward committee members, members of the NGOs and CBOs. The purpose for interviewing these officials was to understand the strategies of service delivery to the communities, their opinions about the quality of their services, challenges they encounter as well as solutions to those challenges. The decision to use structured interviews for this study stemmed from Newman's (2004:88) recommendations for interviews stating that:

Easy correction of speech: Any misunderstanding and mistake can be rectified easily in an interview because of the close interaction between the interviewer and interviewee.

Development of relationship: Relation between the interviewer and interviewee can be developed through an interview. It increases mutual understanding and co-operation between the parties.

Section of suitable candidate: Suitable candidates can be selected through interviews because the interviewer can know a lot about the candidate by this process.

Collection of primary information: Interviews can help to collect fresh, new and primary information as needed.

Sufficient information: Sufficient information can be collected through the interview process because the interviewer can ask any question to the respondent.

Through interviews, respondents provided valuable views which assisted the researcher to reach concrete conclusions regarding municipal service delivery in Ndwedwe Local Municipality.

4.4.3 RESEARCH PARADIGMS

Research paradigms which are reflected in figure 3 below play a crucial role in explaining the nature of social patterns in which the research activity takes place. Furthermore, they explain

what research is and how it relates to the kind of knowledge being developed. Against this background, the researcher synthesized this study of local government service delivery with various research paradigms- particularly those relating to the study which is discussed below:

(i) Ontology

According to Terreblanche and Durrheim (1999), the research process has three major dimensions: *ontology*—which explains the existence of social reality, and *epistemology* which is concerned with the theory of knowledge. According to these dimensions, a research paradigm is an all-encompassing system of interrelated practice and thinking that define the nature of enquiry along these three dimensions.

Ontology has been defined by Baikie(1993) as “the science or study of being” and it deals with the nature of reality. Hence ontology is a system of belief that reflects an interpretation of an individual about what constitutes a fact. In simple terms, ontology is associated with a central question of whether social entities need to be perceived as objective or subjective. Accordingly, objectivism (or positivism) and subjectivism can be specified as two important aspects of ontology. Objectivism “portrays the position that social entities exist in reality external to social actors concerned with their existence” (Saunders, 2009). Alternatively, objectivism “is an ontological position that asserts that social phenomena and their meanings have an existence that is independent of social actors” (Bryman, 2003:22).

(ii) Epistemology

Defined narrowly, epistemology is the study of knowledge and justified belief (Rohmann,1999:243). As the study of knowledge, epistemology is concerned with the following questions: What are the necessary and sufficient conditions of knowledge? What are its sources? What is its structure and what are its limits? As the study of justified belief, epistemology aims to answer questions such as: How we are to understand the concept of justification? What makes justifies beliefs justified? Is justification internal or external to one’s own mind? Understood more

broadly, epistemology is about issues having to do with the creation and dissemination of knowledge in particular areas of inquiry.

(iii) Positivistic Research Paradigm

Within the positivistic research paradigm, it is assumed that the only way people can be positive that the knowledge is true, is if it was created using the scientific method; hence, it encompasses the empirical methodology, meaning data is derived from experiment and observation (yielding supportive evidence) (Rohmann, 1999:33). The methodological approach adopted in this study consists of the familiar process of reaching concrete conclusions. The research was conducted with 20 local government officials, and 50 members of the community in Ndwedwe Local Municipality. The data was interpreted through SPSS (quantitative data) and thematic analysis (qualitative data)

The diagram below explains knowledge production from ontology and epistemology point of view respectively.

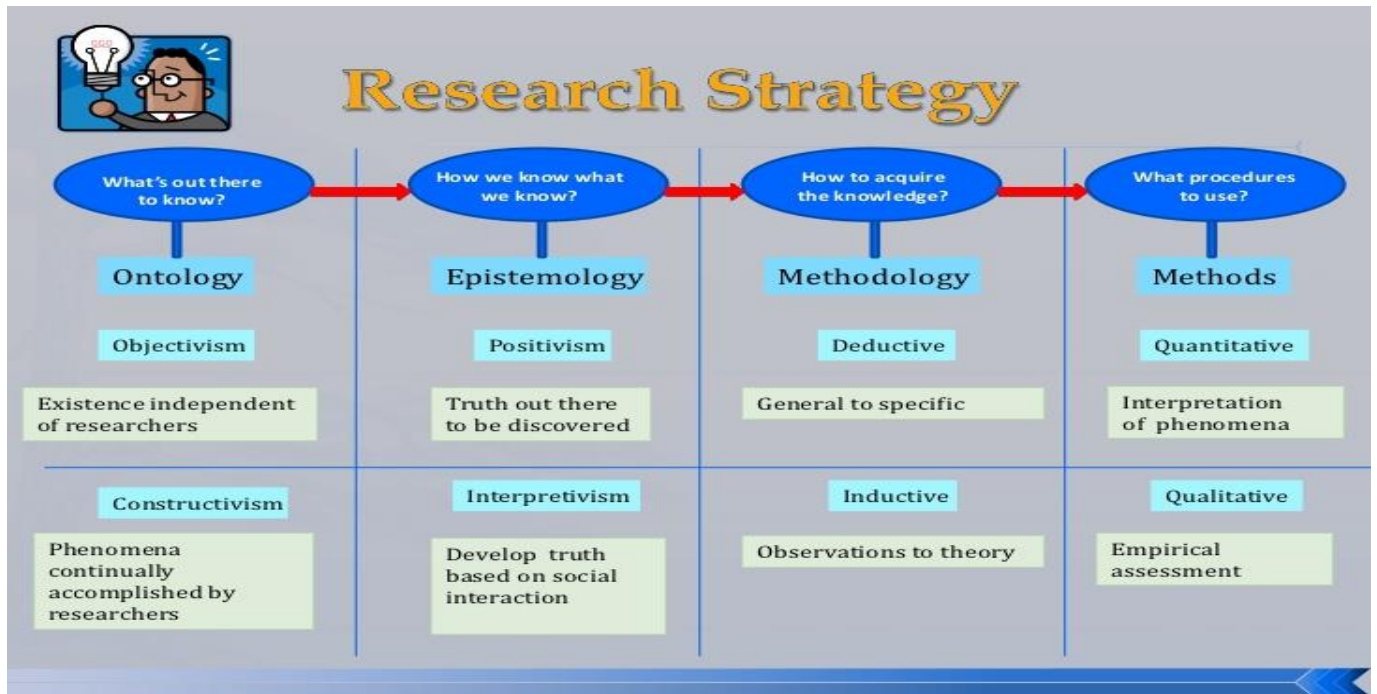


Figure 2: RESEARCH PARADIGMS

(Source: White, 2003)

4.4.4 DATA ANALYSIS

Since the study adopted mixed method approach, the analysis of data is in two folds, that is qualitative data analysis and quantitative data analysis.

(i) Qualitative Data Analysis

The analysis of qualitative research involves aiming to uncover and / or understand the big picture by using the data to describe the phenomenon (Spradley, 1999:200). The information adapted from <http://www.bumc.bu.edu.ccro/files/2010/07/Hesse-Bieber-4-10.pdf> point out that response from unstructured qualitative interviews can be entered into a computer in order for it to be coded, counted and analysed. The qualitative researcher, however, has no system for

pre-coding, therefore a method of identifying and labelling or coding data needs to be developed. In line with this proposition, the researcher used thematic analysis for qualitative data.

Thematic Key Analysis: It is the most common form of analysis in qualitative research. It emphasizes, pinpointing, examining, and recording patterns (or “themes”) within data (Rubin and Rubin, 1995). Themes are patterns across data sets that are important to the description of a phenomenon and are associated with a specific research question (Spradley, 1999:202). Intertwined with conceptualization, Braun and Clarke state that thematic analysis is a system of ‘identifying, analysing and reporting patterns (themes) within data’. It minimally organizes and describes your data set in (rich) detail. However, frequently it goes further than this, and interprets various aspects of the research topic. For this study, the key element that informed data analysis and responds to the study questions involved issues of service delivery at local government with specific reference to Ndwedwe Local Municipality. Therefore, issues emanating from the literature and empirical research included *inter alia*, the role of local government and its external stakeholders in service delivery, key areas of service delivery in Ndwedwe Local Municipality (for instance, water, electricity, housing, infrastructure development and LED), the role of community participation in enhancing service delivery, and the role of IDP in steering service delivery. Chapter five provides more information of data analysis through thematic analysis.

(ii) Quantitative Data Analysis

Quantitative methods of data analysis can be of great value to the researcher who is attempting to draw meaningful results from a large body of qualitative data. The main beneficial aspect is that it provides the means to separate out the large number of confounding factors that often obscure the main qualitative findings (Abeyasekera, 2001:2). Quantitative analytical approaches also allow the reporting of summary results in numerical terms to be given with a specified degree of confidence (Abeyasakera, 2001). This study used the Statistical Package for the Social Science (SPSS) to analyse quantitative data. SPSS is, according to Kelleher (1998:63) a scientific and computerized based programme that can be used to perform data entry and analysis and to create tables and graphs. In line with this study, the SPSS analysis technique was essential in

understanding quantitative data mainly, the input of the community members of Ndwedwe Local Municipality. It provided their characteristics, such as age, gender, employment status, educational background and to solicit their perception of municipal service delivery through Likert scale survey.

4.4.5 RESEARCH SAMPLING

Generally, research sampling is the process in which the researcher chooses the population to form the basis of the study. Babbie and Mouton (2001:647) defines sampling as the list or quasi-list of units composing a population from which a sample is selected. Since the current study adopted a mixed method approach, Graff (2009) warn that this method requires a clear understanding and knowledge of the sampling strategies that occur in qualitative and quantitative research. Qualitative studies use non probability sampling, while quantitative studies use probability sampling (Graff, 2009). Hence the study provides a broad exploration of the probability and non-probability sampling frames.

(i) Probability Sampling

Probability sampling is used when a researcher is seeking a strong correspondence between their research and population and the sample drawn from it. Probability sampling begins with identifying the sampling frame. This is a collection of data that lists all the constituent units of the population. (Newman, 2004) lists the following characteristics of probability sampling:

- All of the units are listed in a way that makes it easy to identify them in some kind of order (e.g. through a numerical identifier), and the frame is organized in a clear and consistent way.
- There is sufficient information about each of the units to be able to access them for the purposes of the study.
- Every unit in the population to be studied is included, and each unit is included only once.
- No unit from outside the population to be studied is included.

- There is sufficient information about each unit to be able to make more advanced sampling selections (e.g. deciding to over-sample students with a particular ethnic background).

There are different ways in which respondents can be selected when using probability sampling. Hence, researchers differentiate between three types of probability sampling- namely simple random, systematic and stratified samplings.

Simple random sampling: this type of probability includes choosing units from the sampling frame randomly and respondents stand equal chances for selection (Newman, 2004:84). In line with the philosophical proposition of this sampling, the researcher of the current study carefully selected the respondents who reside within the geographical area of Ndwedwe Local Municipality.

Systematic random sampling: In a systemic sample, the elements of the population are put into a list and then every element in the list is chosen (systematically) for inclusion in the research sample (Williamson, 2007:3).

Stratified sampling: A stratified random sample is a random sample in which members of the population are first divided into strata, and then are randomly selected to be a part of the sample. This ensures the representativeness of the research sample (Babbie and Mouton, 2001:647).

(ii) Non-Probability Sampling

Non- probability sampling or judgment sampling depends on subjective judgment of the researcher (Newman, 2004). The non-probability method of sampling is a process where probabilities cannot be assigned to the units objectively, and hence it becomes difficult to determine the reliability of the sample results in terms of probability (Yamane, 2003). This method was used in selecting the key informants of service delivery at Ndwedwe Local

Municipality. This is due to the fact that the nature of the study required participants who deal with service delivery matters. Welman and Kruger (1999:18) note that on account of their position and experience, key informants have more information than regular group members and are better able to articulate such information.

4.4.6 ETHICAL CONSIDERATIONS

The ethical clearance for this study was obtained from the University of Kwa Zulu-Natal School of Management, IT and Governance. The researcher was granted permission by Ndwedwe Local Municipality to conduct a study in its area of jurisdiction. The respondents were required to sign a consent form to confirm their willingness to participate in the study. The respondents were given all the relevant information in advance that would assist them to decide whether to take part in the research or not. Respondents were informed of their rights during the study which include, their right to withdraw from the study at any point if they feel uncomfortable participating as the study was voluntary, their right to confidentiality and anonymity of records identifying them as a participant were maintained by the researcher.

4.4.7 CONCLUSION

This chapter focused on the research methodological approach, mainly research design adopted in the study. It begins by reviewing the key questions and objectives of the study with the purpose to demonstrate procedures and techniques applied by the researcher in collecting data. The chapter shed light on the rationale for mixed method approach in a scientific study. It argues that a mixed method approach is essential in obtaining a concrete data either through qualitative or quantitative means. This helps to draw valid and reliable conclusions of the study. The following chapter deals with data presentation and analysis.

CHAPTER FIVE

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

5.1 INTRODUCTION

Chapter four of this dissertation presented the research design, methodology and data collection tools as well as ethical considerations which guided the empirical survey. This chapter comprises the presentation, interpretation and analysis of data resulting from the empirical study. The first section deals with data presentation, followed by the section on data analysis and interpretation.

Since the study used a mixed method approach, the presentation of data is carried out in two phases. The first part is based on the presentation of data gathered through questionnaires (quantitative data). The second phase deals with data gathered through interview surveys (qualitative data). The rationale for this chapter stems from Leedy's (2003:89) observation that the validity of research findings refers to the extent to which the findings are an accurate representation of the phenomena they are intended to represent.

5.2 SECTION A: DATA PRESENTATION

According to Henning (2003:107) data presentation refers to the main characteristics of the data set described in an easily understandable manner, referring to the data and indicators disseminated. Leedy, (2004:38) postulates that data presentation includes the description of the dataset disseminated with the main variables covered, the classifications and breakdowns used, the reference area, a summary information on the time period covered and, if applicable, the base period used.

5.2.1 PRESENTATION OF QUANTITATIVE DATA

A total number of 132 questionnaires were administered to the community members of Ndwedwe Local Municipality over a period of approximately three months. Out of these questionnaires, only 100 were completed and returned to the researcher. These respondents were drawn from Maphephetheni, Njoboyinye and Thafamasi. After signing the consent form indicating their willingness to participate in the study, these participants (community members) completed the questionnaires. The purpose of the questionnaire survey was to solicit information pertaining to the manner in which citizens receive services from this local municipality and to ascertain whether those services meet their expectations.

The data from the questionnaires were statistically analysed by a statistician. The SPSS IBM version 19 programme was used for the data analysis. The findings are discussed according to the four sections of the questionnaire, including:

Section A : Personal (Biographical) Information

Section B : Service Delivery Information

Section C : IDP and LED Information

Section D : Community participation

Quantitative data is presented from the sub-sections below.

5.2.1.1 SECTION A: PERSONAL DETAILS OF THE RESPONDENTS (COMMUNITY)

This section of the questionnaire covered the respondents' age, race, home language, highest school qualification and household monthly income. Quantitative Data was solicited from the members of the community in Ndwedwe Local Municipality. Though not central to the study, the personal data helped contextualise the findings and the formulation of appropriate recommendations to enable Ndwedwe Local Municipality officials understand the profile of their residents and the types of services that can be afforded by such residents. The majority of the

residents were from poverty stricken backgrounds and they possess a very low level of educational background in this way, they barely afford municipal services such as electricity and water. This impacts negative on the municipality itself as it is required to generate certain amount of funding through revenues. This also corresponds with the literature survey of this dissertation documenting that Ndwedwe Local Municipality operates under extreme levels of poverty. Furthermore, it serves to attest to the fact that local government restructuring and transformation which began in 1995 has not yielded positive results for rural municipalities (Moyo, 2006; 38).

5.2.1.2 SECTION B: SERVICE DELIVERY INFORMATION

Service delivery is a key function in public administration. Therefore, peoples' needs should be responded to impartially, fairly and without bias (RSA, 1996). Against this background, this section of the questionnaires intended to understand whether a municipality complies with the legislative imperatives of service delivery and to ascertain whether it engages with citizens on service delivery matters. Furthermore, this section of the questionnaires was designed to gauge the understanding of the community members of Ndwedwe Local Municipality about the types of services they should expect from the municipality. This was necessary because in many instances, citizens have a tendency of confusing service delivery areas falling within the jurisdiction of local government with those of Provincial and National spheres of Governments. In this regard, the quantitative survey revealed that the majority of citizens understand that services such as water and sanitation, human settlement, electricity and basic infrastructure are provided by the municipality.

5.2.1.3 SECTION C: IDP AND LED INFORMATION

As part of its strategic planning, local government required to draw a comprehensive IDP framework (Local Government Municipal Systems Act, 32 of 2000), which amongst other aspects should provide clear LED strategies. LED is a local government initiative in collaboration with the private sector, business sector and other interested parties (Zegeye, 2011:106). The purpose of

this initiative is to benefit local communities with employment and entrepreneurial opportunities. Since Ndwedwe is a small rural municipality, the questionnaire survey corresponds with the general observation of COGTA (2010:29) that there is much which is needed to be done in capacitating rural municipalities in driving LED strategies. With regard to this municipality, its resident's experience high levels of poverty, unemployment and inequality.

5.2.1.4 SECTION D: COMMUNITY PARTICIPATION INFORMATION

Community participation is a cornerstone for local democracy (Du Toit, Knipe, Van Niekerk, Van der Waldt and Dolve, 2013:27). Participation is important to ensure that government addresses the real needs of communities in the most appropriate way. Participation also helps to build an informed and responsible citizenry with a sense of ownership of government developments and projects. It allows municipalities to get buy-in and to develop partnerships with stakeholders (RSA, 1996). The rationale for including the community aspect in the questionnaire survey was to understand the extent to which Ndwedwe Local Municipality engages citizens in planning and development processes. It transpired that the municipality has not yet utilised all available avenues to enhance community participation on service delivery matters. For instance, the traditional leadership structure is an official partner in the quest for community development in the rural areas, however in the case of this Municipality, the structure is not properly capacitated to engage citizens in development planning. In addition, traditional leadership are the custodians of rural development, hence it should play a leading role in this regard. The later part of qualitative data presentation for this dissertation will outline the views of traditional leaders regarding service delivery in this community and challenges they have experienced over the years.

5.3 PRESENTATION OF QUALITATIVE DATA

To supplement the results and to fill the gap left in the questionnaires, the interviews were conducted with the municipal officials. In this regard, the qualitative approach was selected on

the basis of its potential to give more substance and to reveal more information about service delivery provision in Ndwedwe Local Municipality. This is further elaborated by Bless and Smith (1999:18) pointing out that qualitative research is concerned with trying to achieve a clear understanding of the problem under review in a more complex way than generalised way, that is the outcome of questionnaires. The interview schedules with municipal officials were designed to obtain first-hand information regarding the processes of the municipality in providing services to the community. Fifteen set of interviews were conducted with different municipal officials, including Municipal Manager, Ward Councillor, four members of the Ward Committee structure, two traditional leaders, and four members of the NGOs. The interview question schedule was categorised as follows:

Section A: Personal details

Section B: Service delivery information

Section C: Municipal programmes that promote community participation.

Qualitative data gathered from the municipal officials is presented in the subsections below:

5.3.1 SECTION A: PRESENTATION OF PERSONAL DETAILS OF THE MUNICIPAL OFFICIALS

The discussions below deal with the presentation of personal details of the municipal officials.

5.3.1.1 AGE STRUCTURE OF THE RESPONDENTS

The ages of the respondents ranged from 30s – 50s. These respondents were serving at the managerial, supervisory and other strategic positions in the municipality.

5.3.1.2 GENDER

Of significance about the personal details of the qualitative data gathered from the municipal officials (Municipal Manager, Ward Councillors, members of the Ward Committee structure, Traditional Leaders and the members of the NGOs) was the realisation of the low numbers of females who serve as municipal officials in Ndwedwe Local Municipality. This signifies that South African local government is lacking being in terms of gender representation. The quest for Local Government restructuring and transformation should also address issues of gender imbalances in local government.

5.3.1.3 RACIAL COMPOSITION

Similarly, to the gender aspect in Ndwedwe Municipality, this area also reflected another perspective for the local government sphere. All the respondents who participated in the survey were black African males and females. This raises a concern of racial representation in local government, particularly in rural municipalities.

5.3.1.4 EDUCATIONAL BACKGROUND

This variable indicated that municipal officials have educational backgrounds which support them in executing their service delivery responsibilities. Their educational backgrounds ranged from secondary to tertiary qualifications.

5.3.1.5 EMPLOYMENT STATUS

All the interviewed participants were employed on a full-time basis by the municipality. Their occupation at the municipality ranged from management and supervision to middle municipal levels. The researcher targeted only those who deal with service delivery matters. Their samples were drawn from different Units of the municipality, including electricity, human settlement,

water and sanitation, and infrastructure. This was essential to cover all service delivery aspects investigated in this study.

5.3.2 SECTION B: SERVICE DELIVERY INFORMATION

This section of the interview schedule presents the perspective of municipal officials regarding service delivery processes in Ndwedwe Local Municipality. The focus was only limited to the services of water and sanitation, electricity, infrastructure, and human settlement. Municipal officials also commented about challenges they experience regarding monitoring and evaluation processes for service delivery in the municipality.

Service delivery is the key responsibility of local government. This section was therefore designed to gauge the level and quality of service delivery in Ndwedwe Local Municipality. This is because, at the inauguration of the new democratically elected government of South Africa in 1994, poor and ordinary citizens had high expectations regarding improved service delivery. To meet their expectations, the government has over the years introduced mechanisms to enhance municipal service delivery. However, in the second decade of democracy, the majority of the municipalities are characterised with service delivery protests. In this regard, the municipal officials provided their views about service delivery in Ndwedwe. They also commented about the use of community satisfaction survey as mechanisms to gauge citizens' perception about type of services provided by the municipality.

5.3.3 SECTION C: MUNICIPAL PROGRAMMES THAT PROMOTE COMMUNITY PARTICIPATION

Service delivery is the responsibility of various actors in the municipality. These actors include civil society, municipal officials, NGOs and the private sector. Community participation at the local government level plays a critical role of engaging these actors on the developmental agenda and service delivery for the benefit of local communities. It was essential for the researcher to solicit community participation programmes of the municipality from the respondents since the concept is the cornerstone of local democracy and an engine for the successful delivery of services. In addition, this section was essential in responding to one of the objectives of this

study, seeking to understand the role of various municipal stakeholders in promoting service delivery.

5.4 PART A: DATA ANALYSIS AND INTERPRETATION OF QUANTITATIVE DATA

This sections presents the analysis and interpretation of both quantitative and qualitative data.

5.4.1 PERSONAL INFORMATION OF RESPONDENTS

The discussions below deal with the analysis and interpretation of the personal information for the participants of the study.

5.4.1.1 TABLE 2 GENDER REPRESENTATION OF RESPONDENTS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	58	58.0	58.0	100.0
	Female	42	42.0	42.5	
	Total	100	100.0	100.0	

Table 2 in the above diagram reflects that 58% of the research participants were males while 42 % were females. This reflects that males are playing a dominant role on service delivery matters at Ndwedwe local community. Since this is a rural community, it is expected that females will not have an active role in the politics of service delivery due to the patriarchal system which is evident in most tribal communities. However, local government system should encourage women participation on community development issues. This is also elaborated by Mbeki (2001:1) who points out that, for government to represent the population, it is important that people from different groups – including men and women participate. This is essential to draw on the skills of the broadest group of people, and provide check on the use of political power.

5.4.1.2 TABLE 3 RACIAL COMPOSITION OF RESPONDENTS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	African	100	100.0	100.00	100.00
	Coloured	0	0.0	0.0	
	Indian	0	0.0	0.0	
	White	0	0.0	0.0	
	Total	100.00	0.0	100.0	

The table above reflects the distribution of research participants by race. The sample contains a greater representation of Black Africans as they constitute 100% of the participants. This reflects that the study was conducted in predominantly African communities. This variable is a key element in local government since the apartheid local government was structured to divide the citizens socially, economically, spatially and racially to ensure that only small minority of South Africans benefitted from the development and resources of this country (Makgoba, 2013:1). However, it should be noted that racial representation and the ability to employ on merit in any workforce has potential to increase productivity. In addition, diversity should be promoted for the acceleration of service delivery at the municipal level.

5.4.1.3 TABLE 4: AGE DISTRIBUTION OF RESPONDENTS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	21 – 25 yrs	6	6.8	6.8	6.8
	26 – 30 yrs	8	9.1	9.1	15.9
	31 – 35 yrs	18	20.5	20.5	36.4
	36 – 40 yrs	15	17.0	17.0	53.4
	41 – 45 yrs	21	19.2	19.2	71.6
	46 – 50 yrs	15	13.4	13.4	83.0
	51 – 55 yrs	13	14.5	14.5	95.5
	56 – 60 yrs	4	4.5	4.5	100.0
Total	88	100.0	100.0		

The table 4 above represent the age distribution of the communities under Ndwedwe Local Municipality. Of significance is that age was evenly spread for all participants who participated in the study

5.4.1.4 EDUCATIONAL BACKGROPUND OF THE RESPONDENTS

Information pertaining to the educational levels of the respondents (community members) is presented in figure 3 below.

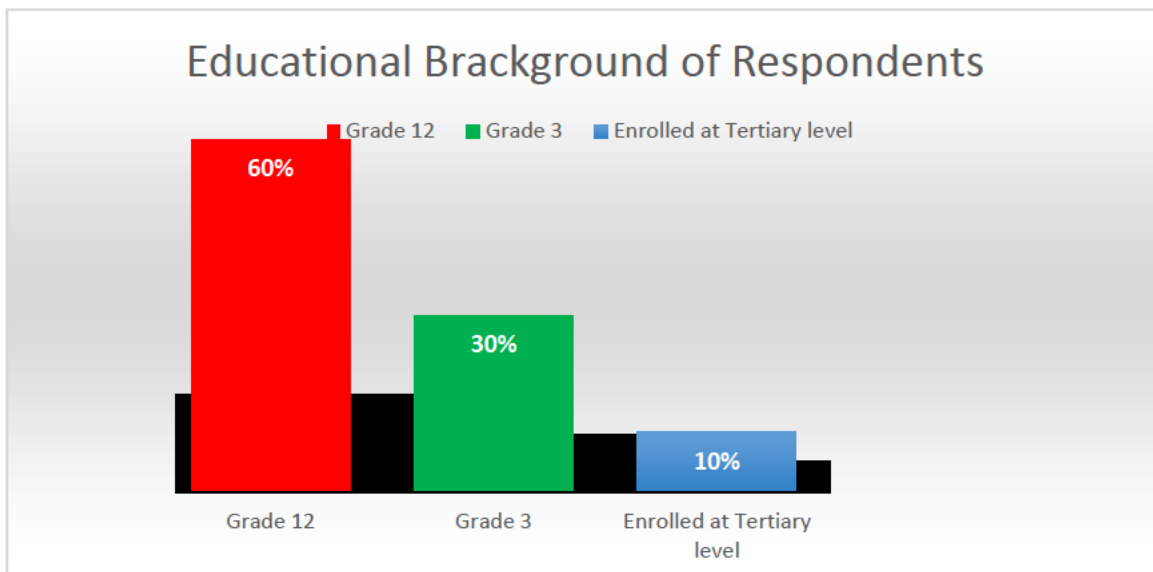


Figure 3: Educational background of the respondents of the current study

Research findings in figure 3 above demonstrates the low levels of tertiary education amongst the citizens of the Ndwedwe community. It transpired through empirical survey that 60% of these citizens had secondary education, 30% below secondary education and the small faction of 10% had tertiary education. Despite the fact that falling demand has been cited as the greatest economic growth constraint worldwide since 2008, skills shortage is still the major hindrance in South Africa.

5.4.1.5 LEVELS OF EMPLOYMENT/UNEMPLOYMENT OF THE RESPONDENTS IN NDWEDWE MUNICIPALITY

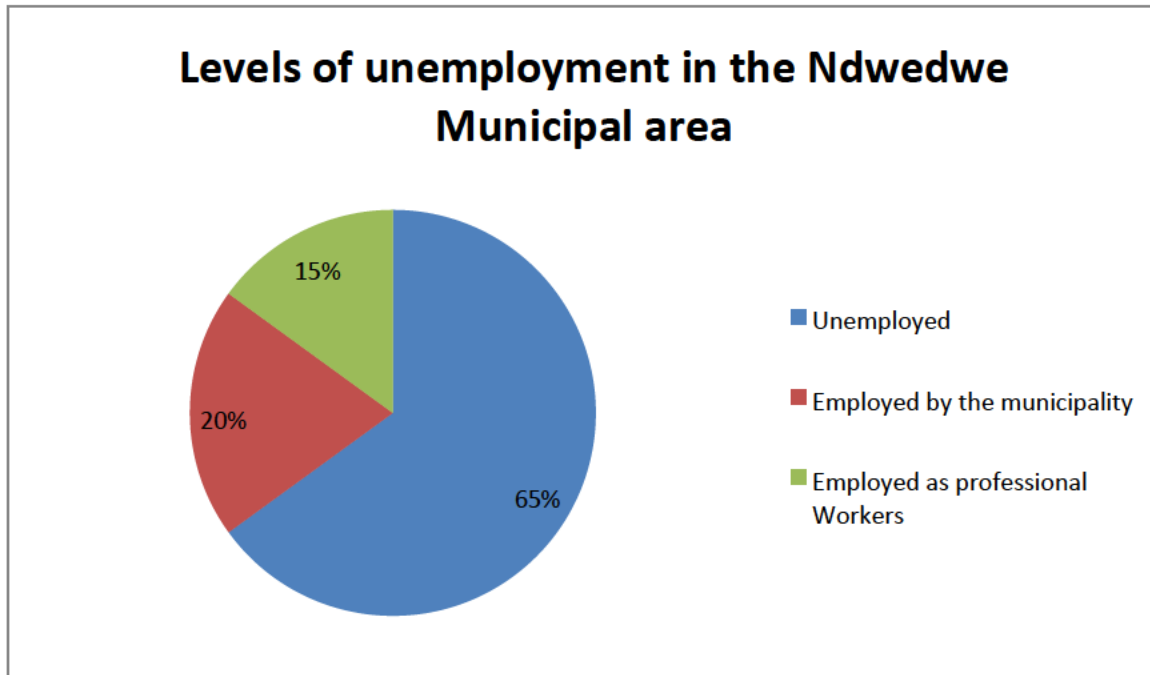


Figure 4 in the diagram below reflects employment status in Ndwedwe Local Municipality.

Figure 4 above demonstrate employment status of community members who participated in the survey. 65% of these participants were unemployed, 20% percent are employed by the municipality and 15 % are employed as professionals (educators, nurses, police Officers, etc). This low levels of unemployment (65%) in this district impacts negatively on the municipal revenues and affects the quality of service delivery in the municipality. Municipalities are not responsible for creating employment opportunities, however they can facilitate LED and the Expanded Public Works Programme (EPWP) to assist with job opportunities in the community.

5.5 SERVICE DELIVERY INFORMATION

The information reflected in the figure below depicts the understanding of community members about service delivery processes in Ndwedwe Local Municipality.

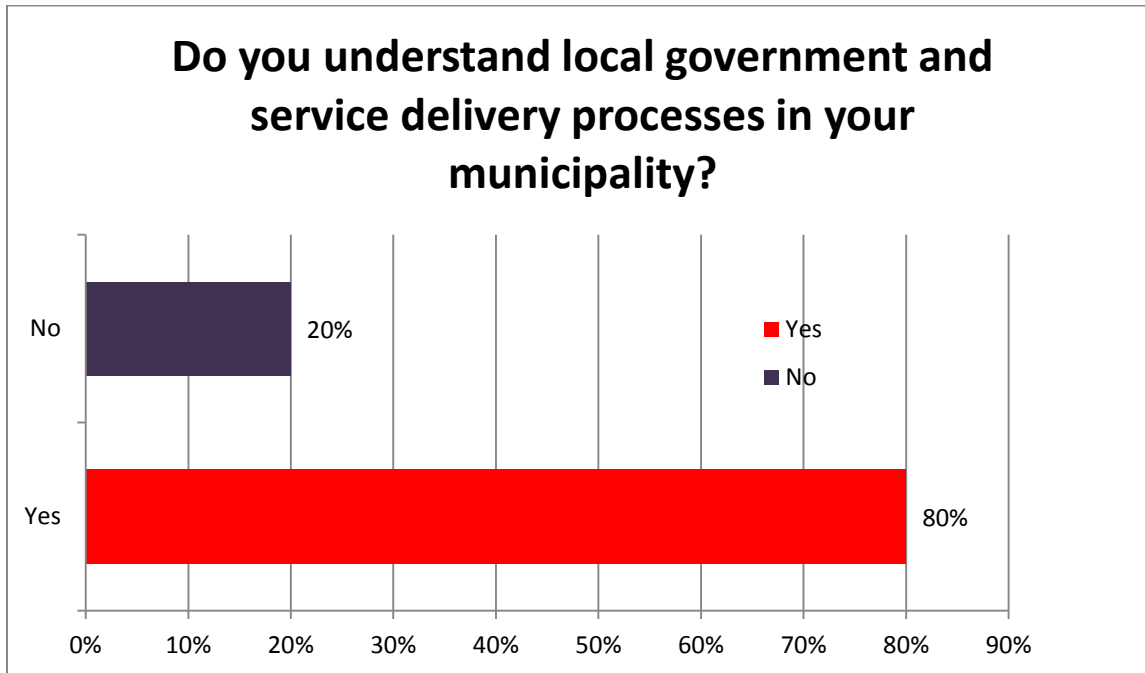


Figure 5: Respondent's understanding of Local Government Service Delivery Processes

It is essential that citizens understand local government and service delivery processes in their respective municipalities. In this regard, ward committee members should play a key role in mobilising citizens and conscientising them about the issues of service delivery. This will help minimising the risk of service delivery protests. According to the data reflective in figure 5 above, it is clear that citizens are somehow knowledgeable about local government operations. 80% of the citizens indicated that they understood local government and service delivery processes in Ndwedwe Local Municipality, while 20% of these respondents were not clear about the types of services to expect from the municipality and the processes involved in the delivery of those services.

5.5.1 THE STATUS OF SERVICE DELIVERY AT NDWEDWE LOCAL MUNICIPALITY

Figure 6 in the diagram below indicates the findings of survey on service delivery in Ndwedwe Municipality.

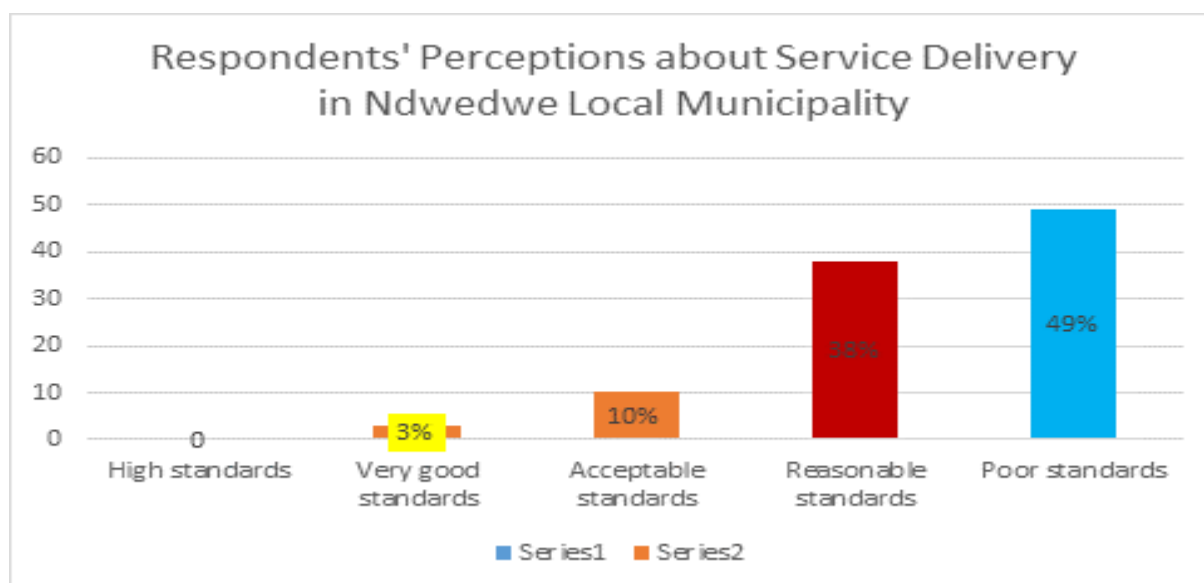


Figure 6: Respondents' Perceptions of Service Delivery at Ndwedwe Local Municipality

One of the objectives for this study is to shed light on the status of service delivery in Ndwedwe Local Municipality. The respondents provided their different views regarding the type and quality of services they received from the municipality. Figure 6 in the above diagram indicates that amongst the respondents who participated in the survey, 49% were not satisfied with municipal services, while 38 % pointed out that municipal services are of reasonable standards and they can improve. 13% of the respondents indicated their municipal services are fairly provided and they meet expectations. Of significance about these findings is the realisation that most citizens (49%) believes that local government restructuring and transformation in this municipality has not yet yield positive results on service delivery.

5.5.2 LEVELS OF SATISFACTION WITH SERVICES PROVIDED BY NDWEDWE LOCAL MUNICIPALITY

The information presented in figure 7 below indicates the satisfaction of the community members at Ndwedwe Local Municipality with services of the municipality.

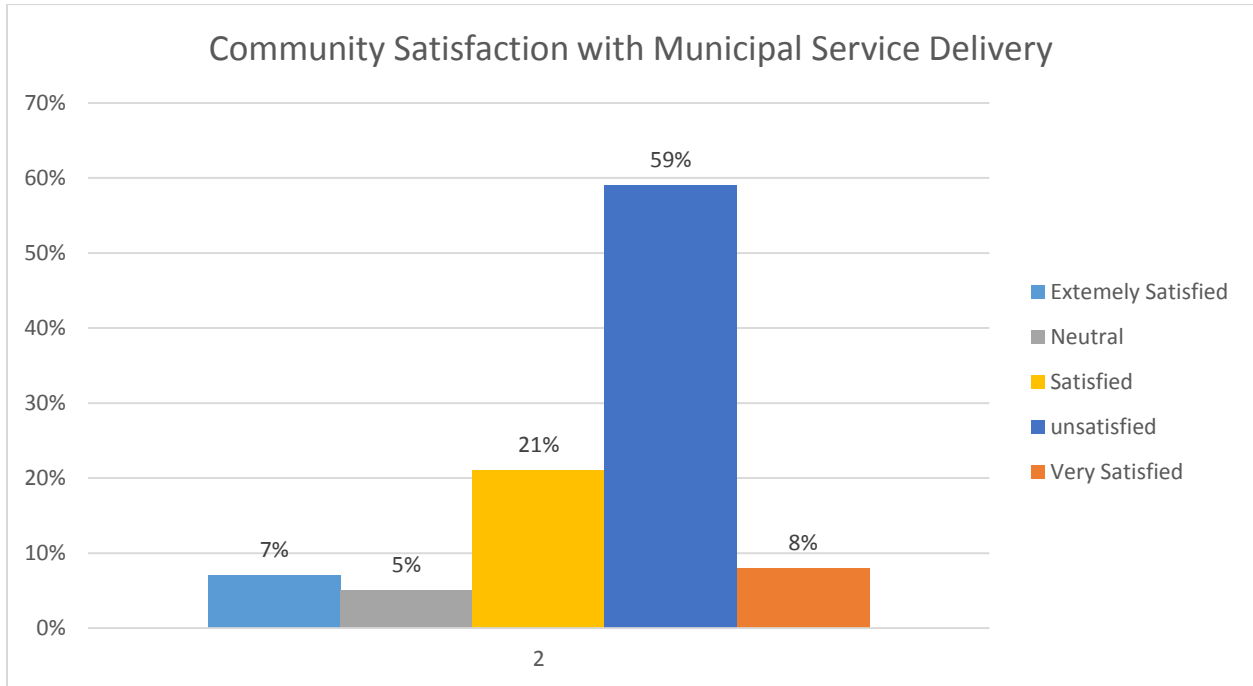


Figure 7: Community Satisfaction with Municipal Service Delivery

Community levels of satisfaction with service delivery is a key variable determining the efficiency and effectiveness of local government in the lives of local communities. With regard to Ndwedwe Local Municipality, figure 7 in the diagram above indicates that 59% of the respondents indicated their dissatisfaction with service delivery of the municipality, while approximately 30% indicated their satisfaction with service delivery. Since service delivery is an inclusive responsibility, it is essential that municipalities, communities, community organisations and private sector collaborate in ensuring the delivery of services.

5.5.3 THE AVAILABILITY OF STSTEMS AND MECHANISMS TO MONITOR AND EVALUATE MUNICIPAL SERVICE DELIVERY IN NDWEDWE LOCAL COMMUNITY.

Figure 8 below shows the perceptions of respondents about monitoring and evaluation in Ndwedwe municipality.

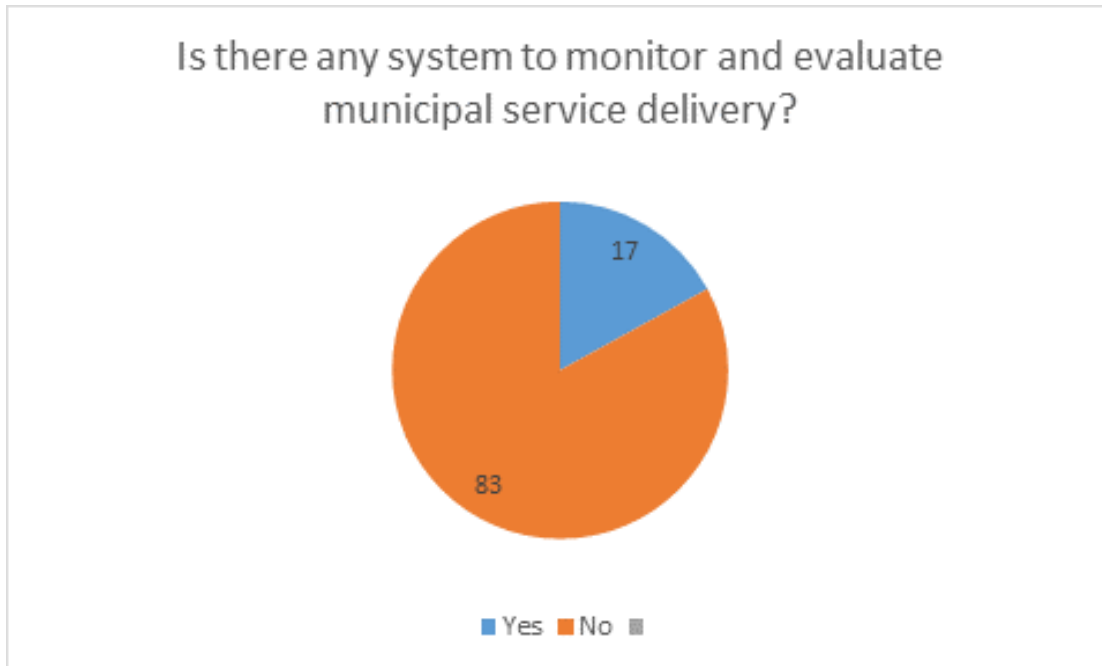


Figure 8: The Availability of Systems to Monitor and Evaluate Municipal Service Delivery in Ndwedwe Local Municipality.

The concept of monitoring and evaluation of local government services is imperative in measuring the extent to which municipal activities impact on the lives of the citizens. With regard to Ndwedwe Local Municipality, as shown in figure 8 above, most of the respondents (83%) who participated in the survey indicated that the municipality do not have systems and mechanisms to evaluate municipal service delivery. It is therefore imperative that community leaders convene regular meetings and disclose their operations including monitoring and evaluation systems.

5.5.4 THE RATING OF DIFFERENT MUNICIPAL SERVICES IN NDWEDWE MUNICIPALITY

Figure 9 in the diagram below provides findings of community ratings of different services of the municipality.

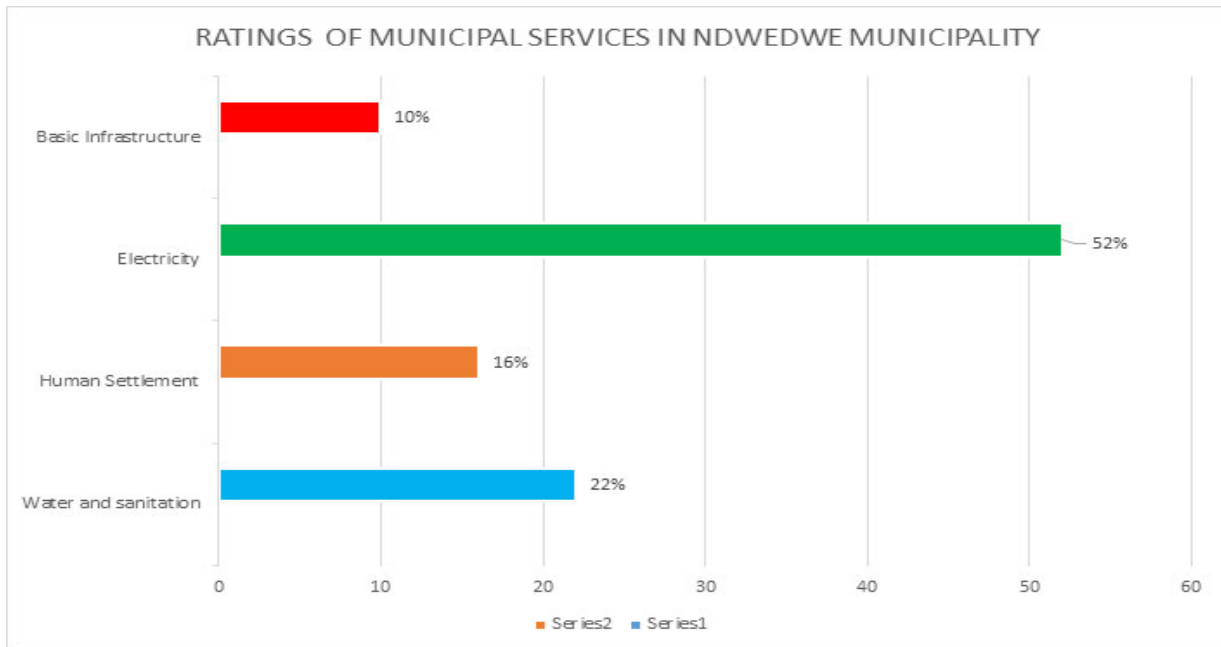


Figure 9: Community Ratings of Services Provided by Ndwedwe Local Municipality

The service delivery findings reflected in the diagram above (figure 9) further indicate that local government has not utilised its full potential to unleash service delivery for small rural communities. The findings indicate that services in Ndwedwe municipality such as basic infrastructure, human settlement, and water and sanitation need more attention. However, some improvement has been made with regard to electricity as 52% of the respondents indicated their satisfaction.

5.5.5 RELATIONSHIPS BETWEEN MUNICIPAL OFFICIALS AND COMMUNITY MEMBERS IN NDWEDWE LOCAL COMMUNITY

Information about respondents understanding of their community representatives is shown in the figure below.

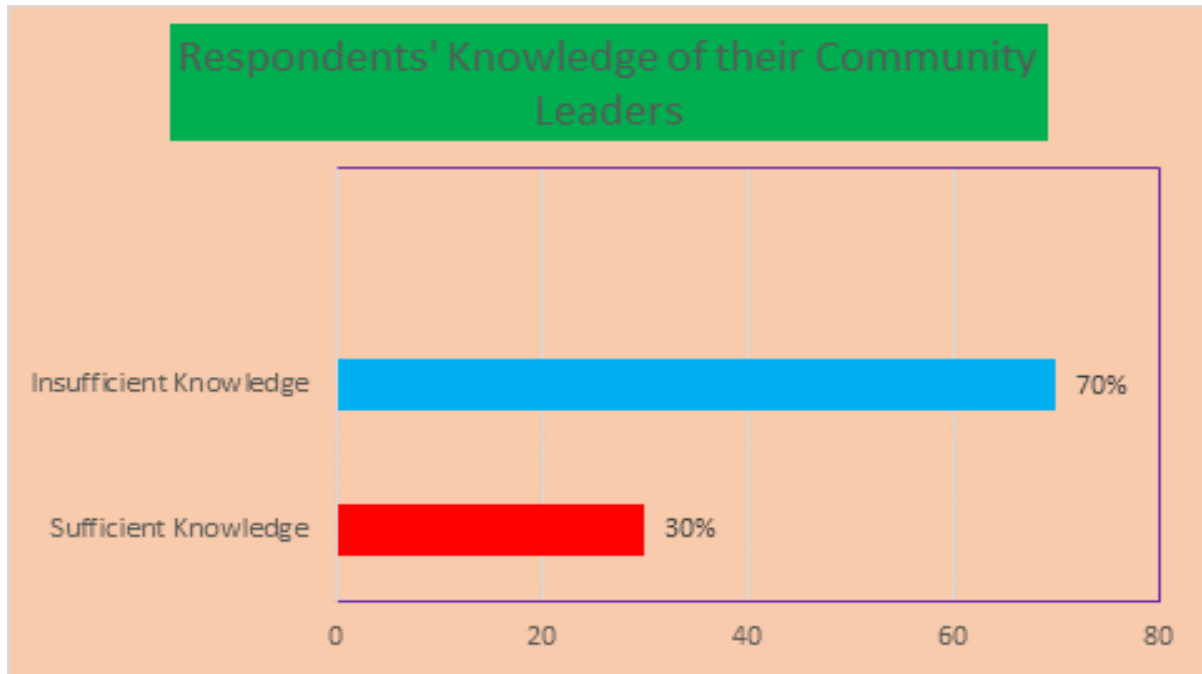


Figure 10: Respondents' Knowledge of their Community Leaders

The success of local government depends on close relationship between municipalities and the communities they serve. Amongst the reasons for service delivery protest in most municipalities is the lack of this cooperation. With regard to Ndwedwe Municipality, 70% of the respondents were aware of who are their representatives at a municipal level, while 30% did not know who to contact regarding service delivery matters. There are many platforms which can be utilised by municipalities to enhance communication with communities. These platforms include IDP roadshows, community meetings and stakeholder engagement forums. Such platforms may also play a key role in the facilitation of local democracy and representation.

5.5.6 RELATIONSHIPS BETWEEN SERVICE DELIVERY STAKEHOLDERS IN NDWEDWE LOCAL MUNICIPALITY

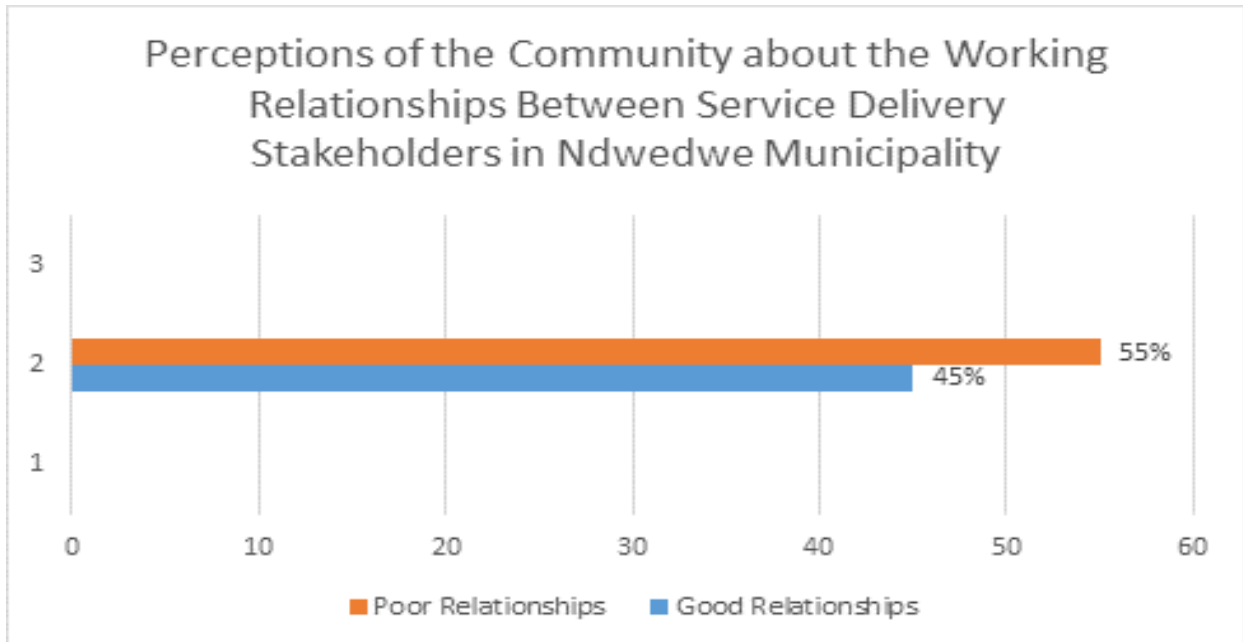


Figure 11: The Working Relationships between Service Delivery Stakeholders in Ndwedwe Local Municipality.

Good working relationships at the municipal level are essential in enhancing service delivery. This is particularly important in the case of traditional leaders who are prevalent in Ndwedwe Local Municipality and the elected municipal councillors. The working relations between these service delivery stakeholders have been a concern since the introduction of the current system of Local Government and in many circumstances it has affected the smooth delivery of service. In the case of Ndwedwe, 55% of the respondents felt that this relationship has not been improved. while, 45% believed that relationship is good to enhance service delivery.

5.5.7 THE FREQUENCY OF COMMUNITY MEETINGS IN NDWEDWE LOCAL MUNICIPALITY

The diagram below reflects the frequency of community meetings in Ndwedwe Local Municipality.

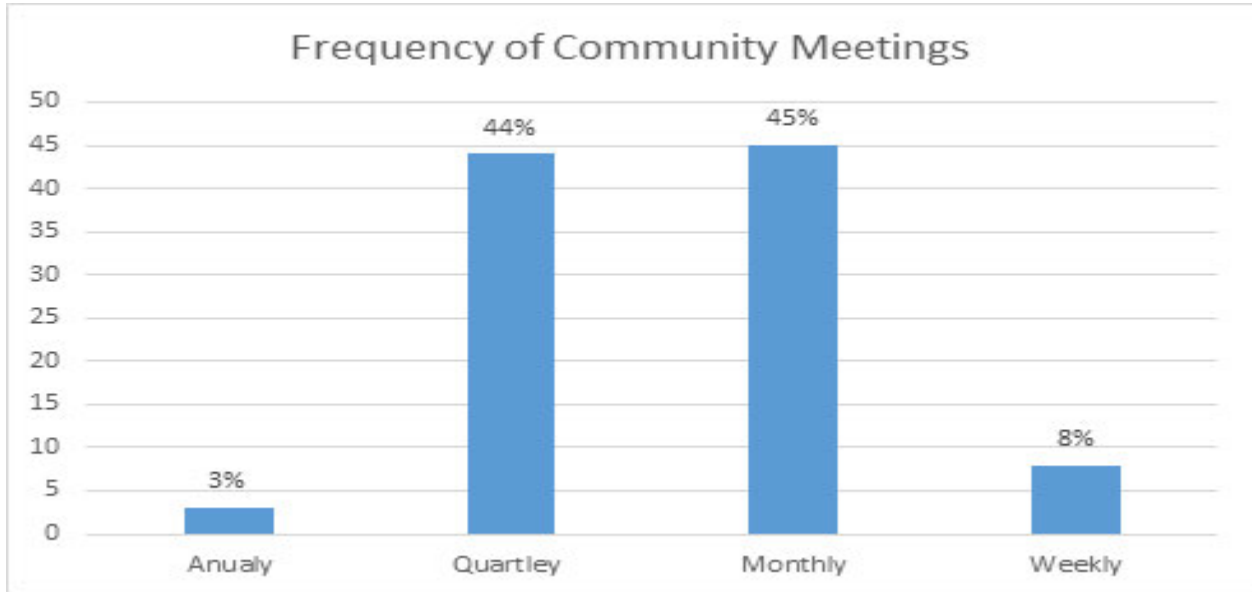


Figure 12: The Frequency of Community Meetings in Ndwedwe Local Municipality

Community meetings are common platform in which issues of local government, local democracy and service delivery are explored. Figure 12 in the diagram above, indicates that the majority of 45% of respondents are of the view that community meetings should be convened on a monthly basis, while 45% indicated that community meetings should be convened on a quarterly basis. Other respondents, (3%) believes that these meetings should be held annually.

5.6 IDP AND LED INFORMATION

The analysis of LED and IDP information in Ndwedwe Local Municipality is presented below

5.6.1 COMMUNITY'S UNDERSTANDING OF LED PROCESS IN NDWEDWE LOCAL MUNICIPALITY

Figure 13 below shows the understanding of community members regarding the LED in Ndwedwe municipality.

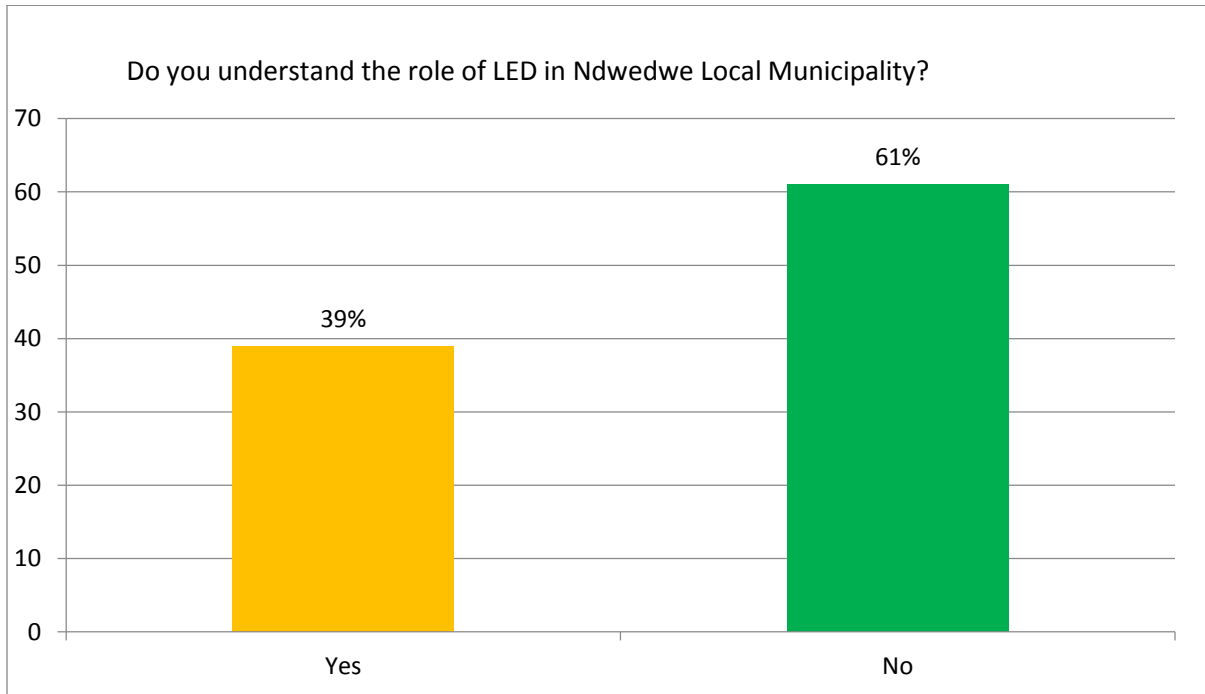


Figure 13: Community's understanding of LED Process in Ndwedwe Local Municipality

LED is an essential tool towards the realisation of socio economic development for local communities as expounded in Section 152 of the Constitution. When LED is properly implemented, it can create employment opportunities for local citizens. The empirical survey in Ndwedwe Municipality indicates that 61% of the residents understands the role of this strategy in creating local economic prosperity, while the faction of 39% still need to be educated regarding LED.

5.6.2 IDP AS A CATALYST FOR IMPROVING SERVICE DELIVERY IN NDWEDWE MUNICIPALITY

Figure 14 in the diagram below demonstrate the understanding of community members regarding municipal IDP process.

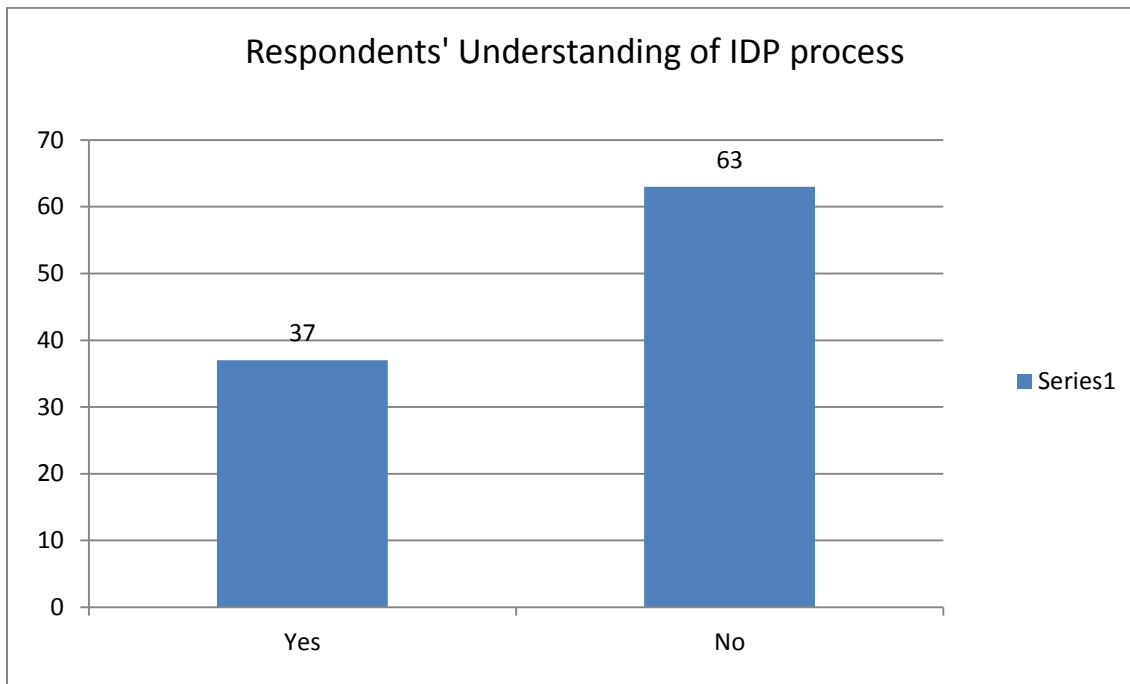


Figure 14: Community's Understanding of the IDP Process of Ndwedwe Local Municipality

IDP serves as a framework in designing developmental projects in the municipal area. It requires municipal functionaries, community organisation and the civil society to reach consensus on key developmental areas in the community. It transpired during the empirical survey that the majority of community members (63%) as reflected in figure 14, do not understand the rationale of IDP in development planning, while 37% of the community members understood IDP as a catalyst for community development and service delivery.

5.6.3 LEVEL OF PRIORITY ACCORDED BY THE MUNICIPALITY IN PROMOTING LED

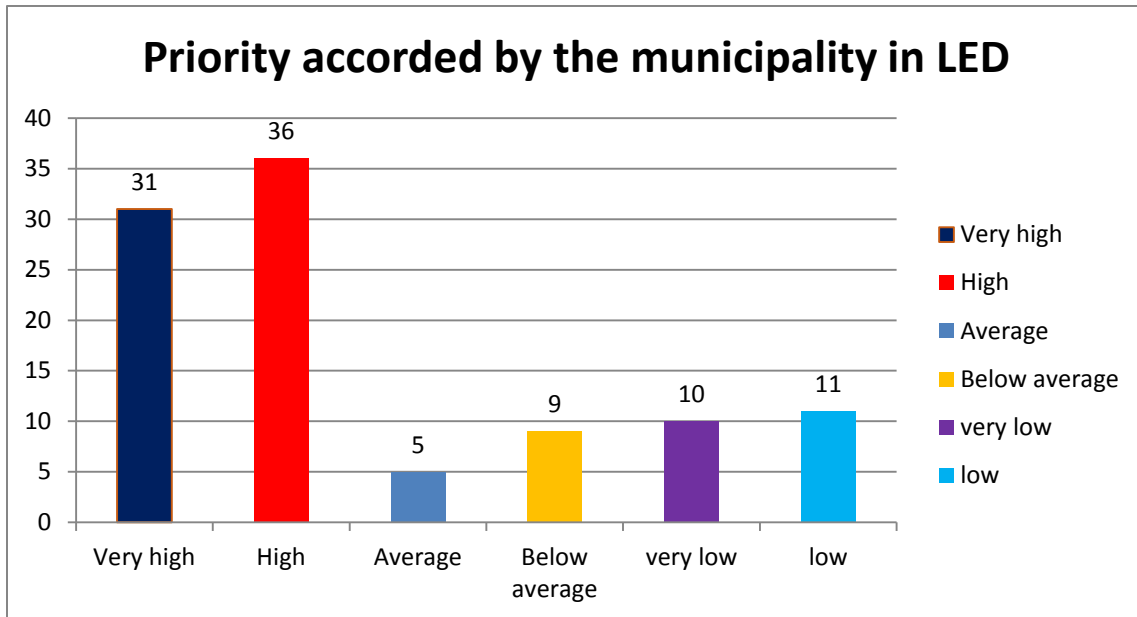


Figure 15: Priority accorded by the municipality in promoting LED.

Figure 15 in the above diagram, demonstrates different perceptions of the community members who participated in the study about the priority accorded by the municipality in promoting LED. 67% of these community members pointed that the municipality has done enough to promote LED, while 35% believes that the municipality has not done sufficient work in this regard.

5.7 COMMUNITY PARTICIPATION INFORMATION

The diagram below shows the understanding of the community about the practice of community participation in Ndwedwe Local Municipality.



Figure 16: Community Participation in Ndwedwe Local Municipality

Participatory democracy is a key variable driving the current study, hence one of the study objectives is to understand the role of stakeholders of Ndwedwe Municipality in promoting service delivery to the local communities. This objective stems from the realisation that inclusive democracy is central in engaging citizens on service delivery decisions. It enhances the opportunities of local communities to contribute meaningfully to their quest for community development. Figure 16 in the above diagram demonstrates that this local municipality has made some strides in promoting community participation as 58% of the respondents believes that the municipality has done fairly well in this regard, while 42% believes that the commitment of the municipality in promoting community participation is not enough.

5.8 PART B: ANALYSIS AND INTERPRETATION OF QUALITATIVE DATA

This section presents the analysis and interpretation of qualitative data gathered through research schedules from the municipal officials. These officials included the Municipal Manager,

traditional leaders, members of the ward committee structure, ward councillors, and members of the NGOs. The researcher used thematic key analysis which, according to Braun and Clarke (2006:79) is a qualitative analytic method for: identifying, analysing and reporting patterns (themes) within data. It minimally organises and describes data set in rich details. Martin (2009:36) further elaborates that it goes further than this, and interprets various aspects of the research topic. The analysis and interpretation of data will therefore be based on these themes. Braun and Clarke (2006:82) explain that a theme captures something important about the data in relation to the research question and represent some level of *patterned* response or meaning within the data set.

The table below reflects the dominant themes of the current study which emanated both from the literature and empirical survey.

TABLE 5: KEY THEMES OF THE QUALITATIVE ANALYSIS AND INTERPRETATION

Themes	Sub themes
Municipal service delivery	<ul style="list-style-type: none"> • Water and sanitation • Electricity supply • Human settlement (housing) • Basic infrastructure • Waste removal
Community participation	<ul style="list-style-type: none"> • Community meetings/izimbizo • IDP roadshows/IDP forums • Stakeholder engagement forums • Working relationships between the municipality and communities.
Monitoring and Evaluation	<ul style="list-style-type: none"> • Customer satisfaction surveys •
IDP and LED	<ul style="list-style-type: none"> • community participation in IDP review processes • Promotion of LED through encouraging SMMES development • Expanded Public Work Programme

5.8.1 INTERPRETATION AND ANALYSIS OF THE THEMES EMANATING FROM QUALITATIVE ANALYSIS

The interpretation and analysis of qualitative data obtained through face to face interviews with municipal officials is presented in the following subtopic.

5.8.1.1 INFORMATION OF MUNICIPAL SERVICE DELIVERY

In order to address the first objective of the study, of determining the status of service delivery in Ndwedwe Local Municipality, the results are as follows:

(i) Water and sanitation

The municipality has made some notable strides in ensuring efficient and effective service delivery. To this end, water and sanitation projects are implemented. The Nondabula water Reticulation Project has been implemented to speed up the processes of providing adequate water and sanitation facilities. As a result, the majority of community members are able to access clean piped water. However, there are challenges in institutional transformation and organisational development facing this council, such as the non-filling of critical and strategic posts leading to municipal instability and affects other areas of service delivery in the municipality. Other critical aspects affecting service delivery which kept on emerging during the empirical survey relate to the lack of good governance and public participation. Municipal officials felt that the council is facing the problem of the lack of effective communication with internal and external stakeholders leading to service delivery protests.

Being a rural authority with limited socio-economic opportunities, Ndwedwe Local Municipality subscribes to the notion of Free Basic Policy which provide water into two main categories:

Rudimentary level of service: boreholes, springs and rainwater – this type of water supply is purified with chemicals for human consumption, and **metered connection** – households within iLembe District Municipality qualifies for a 6000 litres free basic water supply.

(ii) Electricity Supply

At the time of the interviews, the municipality was in the process of rolling –out **Free Basic Electricity**. However, the implementation of this project remains a challenge due to poor infrastructural arrangements in the areas of Ndwedwe Local Municipality.

(iii) Human Settlement

Human settlement (Housing) is a problematic area of human settlement in Ndwedwe Municipality. This is due to the fact that Ndwedwe Municipality does not have sufficient mandate on making decision on human settlement since this area is handled by the National and Provincial government. However, attempts are being made facilitate decent human settlement through liaising with National government entities and the mobilisation of private and business sector support.

(iv) Waste Removal

This was another area of concern since it emerged during interviews with the municipal officials that the municipality do not have proper systems or projects in place for waste removal. This is also viewed in a very negative light, since the absence of such systems engenders the lives of citizens.

(v) information on Community Participation

Community participation is a key element signifying local democracy because it ensures that citizens are considered in the decision making process in their respective communities. With regard to this variable, the focus was to establish the mechanisms employed by the municipality in engaging citizens of Ndwedwe Local Municipality on service delivery matters. Izimbizo were the common platform used by the municipality in interacting with communities. In addition, the municipality encourages open debates and dialogues, public consultations public hearing, and the role planning forums. While, community participations ensure the consideration of public input of service delivery matters and the administration of the municipality, the municipal functionaries raised their concerns regarding the decline in the popularity of public platforms in which community issues are discussed. This was cited as a threat to local democracy. Poor

working relations between communities and the municipality was also highlighted as a cause of concern.

(vi) Information on Customer Satisfaction Surveys

As part of the municipality's commitment to being a '*central centre*' for community services and to responding to the needs of communities, the municipality uses community satisfaction surveys. Citizens are afforded an opportunity to rate the services rendered by the municipal officials through filling in anonymous questionnaires. To this end, the surveys have indicated that the municipality needs to expand its services to accommodate youth through employment opportunities and enhancement of skills.

(vii) Information on the participation of Communities in the IDP Process

The Constitution stipulates that one of the objectives of municipalities is "to encourage the involvement of communities and community organisations in matters of local government". Hence, participation in the integrated development planning process is only one of several arenas of participatory interaction between local government and citizens. In the case of Ndwedwe Local Municipality, IDP forums play a crucial role in organising communities for IDP process. Since IDP spells out development planning for municipalities, it emerged during the interviews that the municipality uses the IDP framework to understand the urgent needs of communities. Financial constraints and poor participation by citizens in the IDP process are the main challenges facing IDP process at Ndwedwe Local Municipality.

(viii) Information on LED planning at Ndwedwe Local Municipality

In the light of the triple challenges of development, namely unemployment, poverty and inequality, proper LED planning can assist communities in realising their socio-economic aspirations. This variable sought to understand the role of the municipality in creating sustainable

livelihoods for its citizens. During the interviews, the municipal officials articulated the strategic position of the municipality in creating a strong economic base for the benefit of citizens. To this end, the LED strategy promotes self-entrepreneurship through SMMEs, street trading, and youth skills development. Various projects have been implemented to this effect. However, the lack of funding for LED project was cited as the main threat.

5.9 CONCLUSION

This presentation of this chapter is two-fold. The first section deals with the presentation of qualitative and quantitative data, while the second section deals with the analysis and interpretation of qualitative and quantitative data. Qualitative data is based on the findings solicited through interview schedules with the municipal officials and the quantitative data demonstrate the views of the general public regarding service delivery in Ndwedwe Local Municipality. Both set of findings demonstrate that local government restructuring and transformation process has had significant implications for this municipality, however there is an urgent need for the strengthening of community participation and the streamlining of the IDP and LED processes. The following chapter presents conclusions and recommendations emanating from this dissertation.

CHAPTER SIX

GENERAL CONCLUSION AND RECCOMENDATIONS

6.1 INTRODUCTION

The main objective of this chapter is to present the conclusions and recommendations of the study. It first presents the general conclusions, followed by the key thematic issues arising from both the literature and empirical study. It then proposes recommendations for future studies in the field of local government service delivery. The main objective of the study is to ascertain the implications of local government restructuring and transformation with emphasis on service delivery in Ndwedwe Local Municipality. In line with this objective, the previous chapter presented research finding pointing to the greater need for the municipality to revisit some of its service delivery areas, such as waste removal, infrastructure development, electricity, housing, water and sanitation. Furthermore, there is a need for the strengthening of service delivery mechanisms such as community participation, IDP and LED. Furthermore, the findings demonstrated that the municipality is somewhat struggling to operate and maintain its infrastructure in a cost effective and sustainable manner.

6.2 GENERAL CONCLUSIONS

The study investigated service delivery in the small rural municipalities in the Province of Kwa Zulu Natal with particular reference to Ndwedwe Local Municipality. The structure of the dissertation is sequentially structured in a manner allowing the flow of arguments. The structure was based on the following delineations and headings:

Chapter one dealt with background to the research. the chapter argues that Ndwedwe Local Municipality is one of the small rural municipalities in the province of KwaZulu-Natal which is still struggling to provide the efficient and effective service delivery to its citizens. This crisis is mainly contributed by the fact that the municipality inherited huge service delivery backlogs from the apartheid legacy. Local government improvement strategies (such as Project Consolidate, Local

Government Turn-Around Strategy, Operation Clean Audit and the Back to Basic Initiatives) did not have much impact for this municipality. Furthermore, common local government challenges, such as poor administration, financial difficulties and incompetencies has impacted negatively on Ndwedwe Local Municipality. The chapter also presented study objectives and the key questions guiding the study as well as the methodological approach.

Chapter two provided the critique of local government restructuring and transformation in South Africa and its resultant impact for Ndwedwe Local Municipality. The local government structures and systems which emerged as a result of the transformation process are broadly. In this regard, the legislative and policy framework explains the systems which should be undertaken at a municipal level for efficient and effective delivery of services. Finally, the chapter argues that despite these systems and structures which have been introduced to boost local government capacity, citizens continues to experience service delivery challenges. This has resulted on numerous service delivery protest in the Ndwedwe area.

Chapter three painted a clear picture of the practice of service delivery in Ndwedwe Municipality. It also covers the key areas of service delivery in the municipality. These areas include water and sanitation, housing, electricity, infrastructure development and waste removal. Despite the common challenges facing the entire local government sphere, the municipality has created a conducive environment for service delivery. Service delivery stakeholders such as traditional leaders, councillors, ward committees, NGOs and community organisations have formed active partnerships for the enhancement of service delivery.

Chapter four deals with the methodological approach guiding the study. The study adopted a mixed method approach which allowed the researcher to collect sufficient data through qualitative and quantitative methods. The quantitative study was conducted with the community members in three areas of Ndwedwe. These areas included Maphethetheni, Njoboyinye and Thafamasi. A total of 132 questionnaires were administered to the respondents. Only 100 were successfully completed and returned to the researcher. The chapter also deals with data

presentation. Since the study adopted mixed method approach, the presentation of data is twofold: quantitative data presentation (data solicited from community members) and qualitative data presentation (data solicited from the municipal officials).

Chapter five focusses on the analysis and interpretation of both qualitative and quantitative data. The quantitative data was analysed through SPSS. This analysis is assembled with graphs and tables demonstrating the practice of service delivery in Ndwedwe Local Municipality. The data was further supported by researcher's concise summaries. The qualitative data is presented through key thematic analysis, outlining key issues as expounded by the municipal officials.

Chapter six draws conclusions from the themes that emerged from the literature study as well the key findings of the study. Appropriate and relevant recommendations are provided. The statistical results that were presented in the preceding chapter are interpreted and presented as recommendations in relation to the research problem as presented in chapter one of this study. The focal point of this chapter is to draw conclusions that are justified by this study. The findings of this study raise new questions and problems for future research in public participation, service delivery, local democracy and local governance.

The objectives undertaken by the study have contributed somewhat significantly to the understanding of local government service delivery and public participation processes specifically in Ndwedwe Local Municipality and more broadly in the Province of KwaZulu-Natal. In this regard, several conclusions can be drawn from the empirical study in line with the objectives of the study.

These conclusions are presented under four themes:

6.2.1 LOCAL GOVERNMENT RESTRUCTURING AND TRANSFORMATION IN SOUTH AFRICA WITH PARTICULAR REFERENCE TO NDWEDWE LOCAL MUNICIPALITY

Local government restructuring and transformation signifies the rigorous process which has been undertaken to ensure that municipalities are fully fledged democratic institutions for community development and provision of services. The Ndwedwe Municipality has managed to rejuvenate its systems in a manner reaching the citizens' satisfactory level of municipal service delivery. However, it can be noted that this restructuring and transformation process did not contribute much in terms of the behaviour patterns for municipal functionaries who still use public facilities for self-enrichment and who have little considerations for the social welfare of their constituencies. This has the potential to damage what has been achieved thus far in local government. In addition, monitoring and evaluation of municipal services should be a priority for all councils in South Africa. In the case of Ndwedwe Local Municipality, 83% of the respondents indicated that they do not understand the monitoring and evaluation processes of service delivery.

6.2.2 SERVICE DELIVERY IN NDWEDWE LOCAL MUNICIPALITY

Services at Ndwedwe are not at par with public expectations considering the amount of efforts and funding contributed by the government through tax payers' money. In pursuit of good governance, municipal services should be rendered in a manner that is transparent, open for public scrutiny with consideration of value for money. Service delivery in this municipality needs more efforts in terms of educating community members about processes involved in service delivery as well as the stumbling blocks which are encountered along the way. This is essential since 20% of the respondents of the current study indicated that they do not understand the service delivery processes of the municipality (Field survey, 2015).

6.2.3 IDP PROCESSES AS A MUNICIPAL STRATEGIC FRAMEWORK

IDP represents a key strategic framework governing the operations of all municipal councils in South Africa. It is also the mechanism of engaging citizens in the planning process in a manner ensuring that their urgent needs are met. A priority should be afforded for the strategic

framework. Since the local government elections in 2011, public participation in local government affairs has been declining. This affects monitoring and evaluation processes as well the ability of public office bearers to account to their constituencies.

6.2.4 MUNICIPAL COMPLIANCE WITH LOCAL GOVERNMENT LEGISLATION OF SERVICE DELIVERY

As indicated in chapter two of this study, the restructuring and transformation of local government sphere has been accompanied by a range of appropriate legislative requirements to facilitate service delivery and local democracy. These pieces of legislation include the 1998 White Paper on Local Government, which advocated for a policy of developmental local government as a mean to enhance participatory planning and development. The White Paper required local representatives to work with the institutions of civil society in nurturing community participation and consensus around issues of community development service delivery. Compliance with local government legislation at Ndwedwe Municipality was one of the objectives guiding this study. However, there is an anecdotal evidence that this municipality has not yet utilised some of the pieces of legislation for service delivery. For example, the failure of the municipality to publicise its monitoring and evaluation systems indicates an oversight in implementing the recommendations of the Local Government: Municipal Systems Act (act 32 of 2000). Furthermore, the poor participation of citizens in the IDP process and community meetings is an indication of the municipality's failure to uphold the recommendations of Section 152 (e) of the Constitution (RSA, 1996).

6.3 RECOMMENDATIONS OF THE STUDY

The recommendations of the study presented are in twofold: recommendations emanating from the literature and those emanating from the empirical study.

6.3.1 RECOMMENDATIONS EMANATING FROM THE LITERATURE

The rationale for undertaking research into local service delivery IN Ndwedwe Local Municipality is premised on the salient need for major improvements in the delivery of services, especially to poor people, as a way of achieving the Sustainable Development Goals (MDGs).

6.3.1.1 Recommendation One: Municipal Compliance with Legislative and Policy Framework for Service Delivery

In pursuit of improved service delivery, Section 152 of the Constitution put forward the following recommendations for municipalities to improve service delivery:

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

These recommendations of the Constitution are paramount, imperative and relevant in the case of Ndwedwe Municipality hence, the fieldwork survey of the current study revealed that there is serious oversight of the implementation of the legislative framework guiding municipal service delivery.

Furthermore, Van der Waldt (2014:179) outlines the following recommendations:

6.3.1.2 Recommendation Two: Education and Training for Municipal Officials

All the leading political office bearers and public officials should be given continuous professional leadership training. In addition, a clear ethical code of conduct must also be uncalculated within their public service delivery to bring about and maintain effective, efficient and professional service rendering. In this regard, government institutions such as the National School of Government (NSG) is already providing educational training to capacitate skills for public officials. It is therefore recommended that officials from Ndwedwe Local Municipality consider these training initiatives.

6.3.1.3 Recommendation Three: The future of Provinces in South Africa

In order to improve organisational and planning of the South African, the provincial sphere of government should be merged into the national and local spheres, and the functions and legislative authority of municipalities increased to bring about more effective and efficient 'greater city government'. This will require a new regional perspective as well as institutional organisations that can foster productive co-operation on matters of mutual concern, and that can implement effective local governance. This recommendation can also benefit Ndwedwe Local municipality in terms of its organisation planning and the effective delivery of services.

6.3.1.4 Recommendation Four: Interconnectedness Governance in Service Delivery

To improve the co-ordination amongst key role players, the political office bearers, public officials, community organisations, and residents should liaise more freely with each other in order to learn more from each other and strengthen their co-ordinated efforts to bring about more effective and efficient service delivery. This recommendation relates closely with the current study since one of its objectives aims to investigate the role of different municipal stakeholders in Ndwedwe municipality in enhancing service delivery.

6.3.1.5 Recommendation Five: Analysis of the Municipal Strengths, Weaknesses, Opportunities, and Threats (SWOT).

With reference to internal aspects of its operation that the municipality should address, it is recommended that a thorough SWOT analysis is conducted. This should extend to the analysis of skills and resource audit. In the case of Ndwedwe Local Municipality, this would assist to come up with more effective long-term planning aligned with the IDP framework.

6.3.2 RECOMMENDATIONS EMANATING FROM THE EMPIRICAL STUDY

6.3.2.1 Recommendation Six: The Need to Improve Communication for the Enhancement of Service Delivery

The empirical survey of the current study has revealed that poor communications channels at Ndwedwe impact negatively on service delivery. The majority (83%) of residents indicated that they do not have information about monitoring and evaluation mechanisms utilised by the municipality to gauge the efficiency and effectiveness of its services to the communities. Poor communication in Ndwedwe is further indicated by 42% of the residents who under rated the communication strategy of the municipality. Therefore, to improve communication will mean that the municipality revives the ward committee structure, which according to the Municipal Systems Act (Act 32 of 2000) is key in mobilising community members through community meetings and izimbizo.

6.3.2.2 Recommendation Seven: The Need for COGTA to monitor Local Government Improvement Strategies in Ndwedwe Local Municipality.

Since 2004, the central government and the DPLG (now COGTA) have formulated a number of improvement strategies to enhance local government's capacities. These strategies include Project Consolidate, Local Government Turn - Around Strategy, Operation Clean Audit and the Back to Basic Initiatives. Despite effort and financial resources invested in these strategies, they

fail to yield positive results due to the lack of monitoring and evaluation. It is therefore recommended that COGTA play its role in terms of monitoring these programmes. Its monitoring role should also extend to investigate what has been done thus far to implement the SDGs.

6.3.2.3 Recommendation Eight: The Need to Improve working relationships between Municipal Councillors, Traditional Leaders and Community Members

Poor working relations between councillors, traditional leaders and community members destroys the work which has been done to restructure and transform the local government sphere. Therefore, improved working relationship will improve communication and benefits local citizens. In this regard, the ruling party (ANC) should play its role in terms of allowing citizens to choose their local leaders rather than imposing leaders who do not understand local issues and urgent service delivery needs.

6.4 Towards a Model for Effective Planning, Organisational, Implementation and Improvement (EPOII) of Service Delivery at Ndwedwe Local Municipality

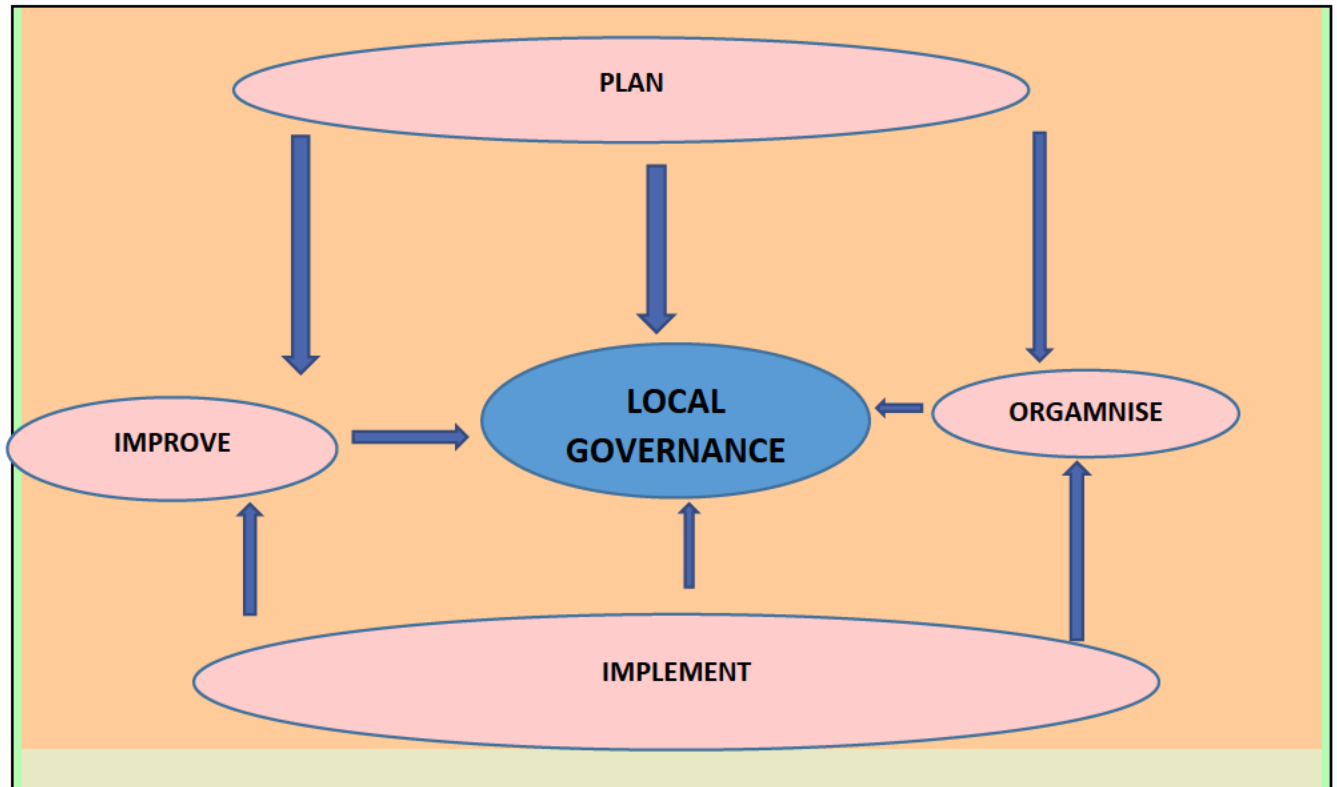


Figure 17: Model for Effective Planning, Organisational, Implementation and Improvement (EPOII) of Service Delivery at Ndwedwe Local Municipality

(Source: Own Diagram)

In light of the study variables suggesting proper planning, and monitoring and evaluation mechanism for improved service delivery at Ndwedwe Local Municipality, the study proposes the EPOII model striving for excellence in service delivery in which the stakeholders at Ndwedwe Municipality play their constructive role in ensuring that services are delivered efficiently, effectively and economically to the citizens. Furthermore, the effective planning of service delivery at the local government sphere also requires proper planning and the highest of organisational skills, hence the study proposes a model that encourages proper planning where various service delivery stakeholders play their service delivery roles.

In this model, **COGTA should play a planning role** by designing programmes and projects that will ensure that the South African local governance system delivers its service delivery mandate which is also enshrined in the Constitution (RSA, 1996). A planning framework should focus mainly on urgent service delivery needs for citizens. In the current context, the pressing issues at the local government sphere include the revival of the LED strategy which would ensure that people benefits from employment opportunities. The delivery of services such as water and sanitation, human settlement, electricity and waste removal should also be prioritised by the planning framework of COGTA. Citizens should be afforded an opportunity to decide on political representation at the community level. The second aspect of the EPOII model relates to the needs for the **highest levels of organisation at the municipal level**. An organised municipal institution manages its finances effectively, complies with the local government legislative framework, delivers services to its constituencies fairly, impartially and without bias. In this environment, municipal officials are transparent, open to public scrutiny and uphold the rule of law. The third aspect deals with the **implementation of municipal policies and bylaws**. In this regard, the municipal institution should be afforded an opportunity to implement its service delivery policies and municipal bylaws without the political interferences and unnecessary bureaucracies. This is possible when the role of the provincial government diminishes, and municipalities drive their service delivery missions. The last aspect of the EPOII model puts emphasis on the various **municipal stakeholders and community members to constantly assist local government improve its service delivery mechanisms**. In this regard, municipal partnerships should work towards advising municipal leaderships about ways of improving its services. Monitoring and evaluation aspect is prioritised.

6.5 CONCLUSION

The transformation and management of local government in South Africa is an embracing process which has been undergoing fundamental political, economic and social restructuring since the ushering in of a democratic dispensation and remains an on-going process even towards the local government elections in 2016. The significant amount of work has been done at the

local government sphere. The democratic processes, such as the legislation and improvement strategies have been introduced to drive local governance. The municipalities should now take initiatives of providing proper leadership that is oriented towards serving communities. South African citizens should also emulate best democratic lessons from the developed nations in which community problems are discussed in constructive manners yielding positive results. This study has been conducted to measure the implications of local government restructuring and transformation in local government with particular to small rural municipalities such as Ndwedwe Local Municipality. The research findings points to greater needs for this local authority strengthen its local democratic processes such as community participation and IDP and to build stronger partnerships with the business and private sectors and community organisations to strengthen its service delivery mechanisms.

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**ANNEXURE ONE: QUESTIONNAIRE FOR THE COMMUNITY MEMBERS
OF NDWEDWE LOCAL MUNICIPALITY**

**MASTER OF PUBLIC ADMINISTRATION (MPA): RESEARCH QUESTIONNAIRES FOR THE
COMMUNITIES OF NDWEDWE LOCAL MUNICIPALITY
RESEARCH TOPIC: A CRITIQUE OF SERVICE DELIVERY IN RURAL MUNICIPALITIES WITH PARTICULAR
REFERENCE TO NDWEDWE LOCAL MUNICIPALITY**

Date Administered: -----

Questionnaire Ref. No-----

Area/Community: -----

SECTION A: PERSONAL DETAILS OF RESPONDENTS

1. Race

African	Indian	Coloured	White		
---------	--------	----------	-------	--	--

2. Gender

Male	
Female	

3. Age

18 - 30	
31 - 40	
41 - 50	
51 - 60	
61 - 65	
65 - 70	
70 +	

4. Status of employment

Employed	
Unemployed	
Self employed	
Retired	

2. SECTION B: SERVICE DELIVERY

2.1 Do you understand the role of Local Government processes of service delivery in your local municipality?

Yes	
No	

2.2 what is the status/ or level of provision of service delivery in Ndwedwe Local Municipality?

Very high	
High	
Acceptable	
Reasonable	
Poor	

2.3 What is your level of satisfaction with the level of service delivery provided by the local municipality?

Extremely satisfied	
Neutral	
Satisfied	
Unsatisfied	
Very satisfied	

2.4 Is there a system/mechanism to monitor and evaluate services provide by your local municipality?

Yes	
No	

2.5 How would you rate the provision of the following services in Ndwedwe Local Municipality: Basic infrastructure, electricity, Human settlement and water and sanitation.

Basic Infrastructure	Good	
	Poor	
	Improving	
Electricity	Good	
	Poor	
	Improving	
Human Settlement	Good	
	Poor	
	Improving	
Water and Sanitation	Good	
	Poor	
	Improving	

2.6 How would you rate your knowledge of community leaders who deal with service delivery matters?

Sufficient knowledge	
Insufficient Knowledge	

2.7 what is your perception about the working relationship between service delivery stakeholders (Municipal Councilors, Ward Committees, Traditional Leaders, Community Based Organisations, and Non-Governmental Organisations).

Poor relationships	
Good relationships	

2.7 How often do the local representatives of your local community convene meetings to discuss service delivery matters?

Annually	
Quarterly	
Monthly	
Weekly	

SECTION C: LED, IDP and COMMUNITY PARTICIPATION INFORMATION

3.1 Do you understand the role of IDP in Ndwedwe Local Municipality?

Yes	
No	

3.2 What is the level of priority accorded by Ndwedwe Municipality in promoting its IDP?

Very High	
High	
Average	
Below average	
Very low	
low	

3.1 Do you understand the role of LED in Ndwedwe Local Municipality?

Yes	
No	

3.2 What is the level of priority accorded by Ndwedwe Municipality in promoting its LED strategy.

Very High	
High	
Average	
Below average	
Very low	
low	

SECTION D: COMMUNITY PARTICIPATION INFORMATION

4.1 Does your local community promote community participation?

Yes	
No	

4.2 How often do your local representatives convene community meetings?

Annually	
Quarterly	
Monthly	
Weekly	

4.3 What is the priority accorded by your municipality in promoting community participation?

Very High	
High	
Average	
Below average	
Very low	
low	

**ANNEXURE TWO: INTERVIEW SCHEDULES FOR MUNICIPAL OFFICIALS
OF NDWEDWE LOCAL MUNICIPALITY**

**MASTER OF PUBLIC ADMINISTRATION (MPA): RESEARCH INTERVIEWS FOR THE
 OFFICIALS OF NDWEDWE LOCAL MUNICIPALITY
 RESEARCH TOPIC: A CRITIQUE OF SERVICE DELIVERY IN RURAL MUNICIPALITIES WITH PARTICULAR
 REFERENCE TO NDWEDWE LOCAL MUNICIPALITY**

Date of Interview: -----

Interview Ref. No-----

SECTION A: PERSONAL DETAILS OF RESPONDENTS

Please indicate by a tick (x or ✓) in the appropriate box

1. Race

African	Indian	Coloured	White	
---------	--------	----------	-------	--

2. Gender

Male	
Female	

3. Age

21- 29	
29 - 35	
35 - 45	
45- 55	
55 - 60	
60 - 65	
65 +	

4. Status of employment

Employed	
Unemployed	
Self employed	
Retired	

2. SECTION B: MUNICIPAL SERVICE DELIVERY

2.1. What is the status of service delivery at Ndwedwe Local Municipality?

2. comment of the quality of services rendered by the municipality, particularly the following services:

(i) Water and sanitation

(ii) Electricity supply

(iii) Human settlement

(iv) Basic infrastructure

(iv) Waste removal

SECTION C: MUNICIPAL PROGRAMMES THAT PROMOTES COMMUNITY PARTICIPATION

3.1 What is the priority accorded by the municipality in promoting community participation.

3.2 what are the programme/ or activities available in the municipality to promote community participation?

3.3 Please comment on the following aspects of local government and indicate how they impact on service delivery processes on Ndwedwe Local Municipality:

IDP

LED

ANNEXURE THREE: INFORMED CONSENT

UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE (HSSREC)

**APPLICATION FOR ETHICS APPROVAL
For research with human participants**

Information Sheet and Consent to Participate in Research

Date: 6 August 2016

Greetings,

My name is Eugene Sibusiso Msomi from the School of Management, IT and Governance

You are being invited to consider participating in a study that involves research. The general aim of the study is to critique service delivery in the rural municipalities with particular reference to Ndwedwe Local Municipality. The study is expected to include 100 members of the community and 15 officials on Ndwedwe Local Municipality. The data collection process will involve interviews with the municipal officials and the administering of questionnaires to the members of the community. The filling-in of a questionnaire should take about 20 – 25 minutes of your time.

We hope that the study will contribute towards efficiency and effectiveness in local government service delivery. This study has been ethically reviewed and approved by the UKZN Humanities and Social Sciences Research Ethics Committee (approval number _____).

In the event of any problems or concerns/questions you may contact the researcher at (provide contact details) or the UKZN Humanities & Social Sciences Research Ethics Committee, contact details as follows:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban 4000 KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

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 consequence. There will be no monetary gain from participating in the study. Your anonymity will be maintained by the researcher and the School of Management, I.T. & Governance and your responses will not be used for any purposes outside of this study.

All data, both electronic and hard copy, will be securely stored during the study and archived for 5 years. After this time, all data will be destroyed.

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

Sincerely,

(Mr E, S Msomi)

CONSENT TO PARTICIPATE

I -----have been informed about the study entitled: Enhancing efficiency and effectiveness in municipal service delivery: The case of Ndwedwe Local Municipality by (Mbuso, Eugene Msomi).

I understand the purpose and procedures of the study which seek critique service delivery processes at Ndwedwe Local Municipality.

I have been given an opportunity to ask questions about the study and have had answers to my satisfaction.

I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits that I usually am entitled to.

I have been informed about any available compensation or medical treatment if injury occurs to me as a result of study-related procedures.

If I have any further questions/concerns or queries related to the study, I understand that I may contact the researcher at (provide details).

If I have any questions or concerns about my rights as a study participant, or if I am concerned about an aspect of the study or the researchers then I may contact:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban

4000, KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557 - Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

Additional consent, where applicable

I hereby provide consent to:

Audio-record my interview / focus group discussion YES / NO

Video-record my interview / focus group discussion YES / NO

Use of my photographs for research purposes YES / NO

Signature of Participant

Date

Signature of Witness
(Where applicable)

Date

Signature of Translator
(Where applicable)

Date

ANNEXURE FOUR: ETHICAL CLEARANCE LETTER



UNIVERSITY OF
KWAZULU-NATAL
INYUYESI
YAKWAZULU-NATALI

13 September 2012

Mr Eugene Sbusiso Msoni: 9405149
School of Management, IT and Governance
Westville Campus

Dear Mr Msoni

Protocol reference number: HSS/0875/012M
Project title: A critique of service delivery in rural municipalities with particular reference to Ndwedwe Local Municipality.

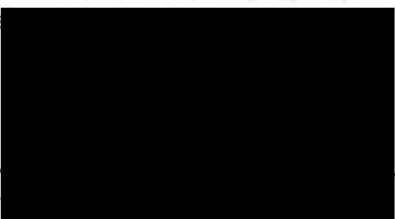
EXPEDITED APPROVAL

I wish to inform you that your application has been granted Full Approval through an expedited review process.

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 school/department for a period of 5 years.

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

Yours faithfully



Professor

/pm

cc Supervisor: Prof PSReddy
cc Academic leader: Professor KK Govender
cc School Admin: Ms Angela Pearce

Professor S Collings (Chair)
Humanities & Social Sc Research Ethics Committee
Westville Campus, Govan Mbeki Building
Postal Address: Private Bag X54001, Durban, 4000, South Africa

Telephone: +27 (0)31 260 3587/8350 Facsimile: +27 (0)31 260 4507 Email: ximbao@ukzn.ac.za / snymanm@ukzn.ac.za

Founding Campuses: Edgewood Howard College Medical School Pietermaritzburg Westville



ANNEXURE FIVE: PERMISSION LETTER TO CONDUCT A STUDY



**NDWEDWE LOCAL MUNICIPALITY
UMASIPALA WASE NDWEDWE**

Private Bag X 500
Mtwedwe 5312
KwaZulu-Natal
Republic of South Africa
Tel 033 532 5030
Fax 033 532 5032
Email mm@ndwedwe.gov.za

Our Ref: MM

Date: 3 July 2012

Attention: Mr. E.S. Msomi
A1898 Newtown
P O Inanda
4309

Dear Sir

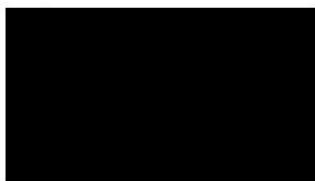
RE: APPLICATION TO CONDUCT A RESEARCH

We refer to the above matter and our meeting with Mr. Msomi.

We wish to advise that the municipality have no objections to the study being conducted within the municipality.


Once the research is finalized we will also appreciate to have a copy of the report as it will assist the municipality to understand and be able to deal with issues that are its core mandate.

We also want to emphasise that when the study is conducted it must be clarified to the participants that it is the study by the university not the municipality.



**T CIBANE
MUNICIPAL MANAGER**

ANNEXURE SIX: TURN IT IN REPORT

 Turnitin Originality Report
Draft by E S Msomi
From Draft Chapters (Masters CW)

- Processed on 22-Jul-2016 9:51 AM CAT
- ID: 691063765
- Word Count: 30723

Similarity Index

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Internet Sources:

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sources:

1

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[http://gw.capetown.gov.za/wcms/eDocuments/Community_policing_as_a Crime Prevention Strategy for the Cape Town City Police 3 1122004124512 .pdf](http://gw.capetown.gov.za/wcms/eDocuments/Community_policing_as_a_Crime_Prevention_Strategy_for_the_Cape_Town_City_Police_3_1122004124512_.pdf)

2

< 1% match (student papers from 13-Oct-2010)

[Submitted to Bridgepoint Education on 2010-10-13](#)

3

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http://uir.unisa.ac.za/bitstream/handle/10500/13894/dissertation_mhlari_mc.pdf?isAllowed=y&sequence=1

4

< 1% match (Internet from 25-Nov-2015)

<http://salga.org.za/documents/download/app/webroot/assets/files/AnnualReports/Salga%20Annual%20Report%202011-12%20Web%20Version.pdf>

5

< 1% match (Internet from 20-May-2016)

<http://wiredspace.wits.ac.za/bitstream/handle/10539/1485/04chapter4.pdf?sequence=7>

6

ANNEXURE SEVEN: LANGUAGE CERTIFICATE

24 Justin Road
Broadwood
Port Elizabeth 6070

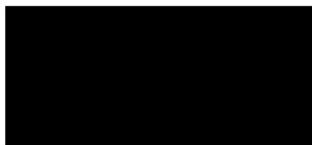
TO WHOM IT MAY CONCERN

I, Aileen Gail Klopper, declare that I have language edited the dissertation with the title: A critique of service delivery in rural municipalities with particular reference to Ndwedwe Local Municipality.

of Mr ES Msomi (Student no. 9400149) submitted in partial fulfilment of the requirements of the degree Master of Public Administration at University of KwaZulu-Natal, Westville campus.

Any queries related to the editing of this treatise can be directed to me at 074 3209463.

Signed at Port Elizabeth on 09 August 2016.

A solid black rectangular box used to redact the signature of the author.

Ms AG Klopper

Associate: Professional Editors Guild