UNIVERSITY OF KWAZULU-NATAL

INVESTIGATING THE IMPACT OF POLITICAL-ADMINISTRATIVE

INTERFACE ON SERVICE DELIVERY IN NDWEDWE LOCAL MUNICIPALITY

by

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ABSTRACT

This study focused on the relationship between politics and administration at a local government level. It used Ndwedwe local municipality in KwaZulu-Natal as a case study. The researcher developed interest in this municipality because it has been experiencing certain political instability with the changes of political leadership in every term of office and exodus of senior management leaving the municipality. The main issue being explored in this study was the impact of the political-administrative interface in the municipality, whether it exist or not. The study sought to explore if all role players, mainly political leadership and administrators understand their roles. For the purposes of the study, the researcher used quantitative research methodology, which has helped in diagnosing the complexity of the political-administrative interface. In chapter one, the researcher dealt with introduction and overview of the study. Chapter two focused on literature review, which entailed examining the existing knowledge and information in relation to the political-administrative interface in local government. Chapter three dealt with research methodology and design. Chapter four mainly focused on data collection and analysis. Chapter five discussed the findings, conclusions and recommendations.

The researcher used snowball sampling and developed questionnaire with few key questions. The study involved 20 respondents, who includes politicians and administrators. Among the key findings is that while there is evidence of conflict between politicians and administrators in the municipality, there is however no structured interface in the municipality. Secondly, the issue of education level, mainly among councillors, who are the political leadership in the municipality is pointing to an urgent need to conduct in-going training to ensure that new councillors understand the complex regulations governing the local government sphere in South Africa. This understanding is critical in understanding the separation of roles between politicians and administration.

Keywords: political-administration dichotomy

interface in local government

Ndwedwe Local Municipality

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ACRONYMS AND ABBREVIATIONS

ASGISA	Accelerated and Shared Growth Initiative for South Africa
AG	Auditor General
ANC	African National Congress
DA	Democratic Alliance
COGTA	Department of Cooperative Governance and Traditional Affairs
HOD	Head of Department
HRC	Human Rights Commission
IFP	Inkatha Freedom Party
IDP	Integrated Development Plan
MEC	Member of the Executive Council
MOU	Memorandum of Understanding
MM	Municipal Manager
NDP	National Development Plan
NFP	National Freedom Party
NP	National Party
PRC	Presidential Review Commission
PFMA	Public Finance Management Act
PP	Public Protector
RDP	Reconstruction and Development Programme
SALGA	South African Local Government Association
USA	United State of America
RSA	Republic of South Africa

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CHAPTER ONE
INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 INTRODUCTION

Over the past twenty-three (23) years of the democratic local government in South Africa, noticeable strides have been made to improve service delivery and maximizing public participation, which is the core feature of democracy. Progress has been seen through delivery of houses, water, sanitation and other important social services which characterises a paradigm shift in the lives of ordinary South Africans since 1994 compared to the previous era. The pre-1994 era was characterised by political exclusion, non-consultation and discrimination of the majority of Black African people by the minority White regime. In 2000, more than 800 municipalities were merged, resulting in 257 municipalities in the country and training a new system of local government.

Through freedom and democracy that was achieved in South Africa in 1994, people of all races are now afforded an opportunity to participate in decision-making. At a local government level, through the Integrated Development Plans (IDP) and other programmes, people are now able to participate equally in shaping their destination. They (the people) now participate on developmental issues and contribute in shaping up priorities for their localities. Despite major gains having been recorded in local government, the issue of proper governance or lack thereof, which is often caused by conflict between politics and administration is having a negative impact on rapid progress, possibly resulting to delivery and administrative logjams in this important sphere of government.

The relationship between politics and administration, if not clearly managed and defined, has a potential to render the local government ineffective and, at worst, lead to failure to honour the expectations of the citizens. This research therefore, seeks to examine the relations between politics and administration in local government and look at whether this critical and necessary relationship is properly managed, and if not what impact it has on the core mandate of local government, which is service delivery. The

research had to cast its focus on the legislative and policy framework regulating the relations between politicians and administrators.

This research project, while focusing on KwaZulu-Natal (KZN) and, in particular Ndwedwe local municipality, has also drew from national and international experiences. This study looked at the political–administration interface in local government, but focus mainly on Ndwedwe Local Municipality as one of the municipality that has been over the years experienced challenges between elected public representatives and public servants. As part of exploring and assessing the interface of the two (politics and administration), the study, interrogated the roles and responsibilities and the separation of powers in local government

1.2 BACKGROUND OF THE STUDY

Local Government in South Africa is the closest sphere to the people and it is at the cold-face of services delivery. Local government derives its mandate from Constitution of the Republic of South Africa of 1996, Chapter 7, which defines powers of the municipalities. The Constitution enjoins the municipalities to effect legislative and governance responsibilities within the areas of their jurisdiction. Among the key objectives of the local government, as outlined in the constitution, are: to provide democratic and accountable government for local communities, ensure provision of services to communities in a sustainable manner and, to encourage the involvement of communities and community organizations in the matters of local government (Constitution of South Africa, 1996).

This places both the political responsibility on the municipal council and the administrative duty to individual municipality to ensure the delivery of the mandate outlined by the constitution. South Africa's White Paper on Local Government of 1998, further takes forward these responsibilities by expanding on fundamental changes requires to ensure the effectiveness of local government. This paper further elaborates on setting up legislations, policies and other mechanisms to make local government work better and to be more accountable. It also locates the local government as part of the broader transformation aimed at scrapping apartheid legacy and racial segregation. This is important, especially because the issue of capacity shortage, lack

of resources distribution and inequalities in local government, are still visible even today.

Enormous progress has however been made from the "fragmented, undemocratic, unaccountable and racially divided system that was inherited" (Twenty Year Review: South Africa 2014:20). The report acknowledges that the introduction of legislations such as the Local Government: Demarcation Act of 1998, the Local Government: Municipal Systems Act of 2000, the Local Government: Municipal Structures Act of 1998 and the Local Government: Municipal Finance Management Act of 2003 (MFMA), have all been part of transforming local government and making it more functional. The promulgation of a set of new legislations and policies, intended to deracialise local government and make it accountable to all communities.

The report further admits that while progress has been made, the journey to transforming local government has not been easy and there are serious challenges which remain in the systems today. Among those key areas which are contributing to today's challenges in local government, according to the report is capacity shortage. Poor recruitment practices and political interference in appointments have further complicated matters at municipal level. In response national government has recently developed minimum competency requirements for senior manager in local government (Twenty Year Review: South Africa 2014:26). The report further highlighted some of the challenges are with inefficient and ineffective municipal administration can be attributed to: Susceptibility to political interference; poor (political and administrative) oversight and weak compliance.

One of the key proposals and points of departure the paper is making are a strong need for understanding between the council (politics) and the administration (civil servants), observing that this area needs to be improved immensely for positive outcomes.

Mafunisa (2010:93) makes assertion that the main issue though, is can the two (politics and administration) co-exist harmoniously and without contradictions? He makes serious observation that conflict between politics and administration is

unavoidable because of the disloyalty at times displayed by public servants, which at most results to ruling organisation preferring their people in key positions.

1.3 STATEMENT OF THE PROBLEM

The relationship between political role players and administrators is often very sour in the public service and this, on many occasions and if not carefully managed, it can affect service delivery. Mafunisa (2010:95). He went on to argue that ruling organisations will place their party loyalists to achieve what they want to achieve argues that human resource is also part of the transformation, where in the context of South Africa, the African National Congress (ANC) has placed people loyal to it in senior positions to ensure that its policies are implemented. He argues however that as long as public service is politicised there will always be conflict.

Since, 1994, there were some serious tensions between some political office bearers and their director generals. This give more meaning to the problem as the challenge of managing the relationship between administration and politics is increasingly general in the public service in South Africa (Mafunisa 2010:95). The challenge of conflict between politics and administration is more prevalent in local government because it is where politics and administration are working very closely and interacting almost daily. Considering the location that the sphere of local government occupies, closer to the people, it is very likely that people will judge and perceive government through what they see in local government. This sphere, therefore, is the face of government and anything that is tainting its image has long lasting implication on the democratic government.

The relationship between the political principals in this case (mayors) and administrators (mainly municipal managers) are inherently conflictual. By the nature of their jobs, politicians are prone to appeasing the electorate, essentially to playing the electorate gallery in order to ensure their popularity and to ensure that they remain in the office. With incessant and unrelenting pressure from the electorate to accelerate service delivery, the temptation by elected office bearers to personally assert control over the public service becomes even more irresistible (Mafunisa (2010:94).

On the other hand administrators (municipal managers) have to play their work by book, remain true to the guidance they get from such legislations as Municipal Finance Management Act, No 56 of 2003 and other regulations. Municipal managers are chief accounting officers and the buck stops with them. If they allow things to be done improperly and in defiance of legislative prescripts, they could, in terms of law, have to account for improper and fruitless expenditure of public funds. If they fail to do so, they could be prosecuted or called upon to personally payback these funds. As a result, this study endeavoured to investigate the impact of political-administrative interface on service delivery using Ndwedwe Local Municipality as a point of reference.

1.4 RESEARCH QUESTIONS

The following are the research questions supporting the core question.

- What is the level of politics–administrative interface taking place in Ndwedwe Local Municipality?
- What are the causes of a breakdown or a collapse of relationship between politics and administration in Ndwedwe Local Municipality?
- What mechanisms and systems are in place to avert possible conflict between political role players and administrators in Ndwedwe Local Municipality?
- What is the impact of the political-administrative dichotomy in relation to service delivery in Ndwedwe Local Municipality?

1.5 OBJECTIVES OF THE STUDY

The following are the key research objectives:

- To understand how politicians and administrators relates and interface in Ndwedwe Local Municipality;
- To establish what causes a breakdown or a collapse of relationship between politics and administration in Ndwedwe Local Municipality;
- To explore mechanisms and systems that are placed to avert possible conflict between political role players and administrators in Ndwedwe Local Municipality; and

- To analyse and assess the impact of the political-administrative dichotomy in relation to service delivery in Ndwedwe Local Municipality.

1.6 PRELIMINARY LITERATURE REVIEW

As part of this study, this section is very critical as it deals with reviewing existing literature, published documents, articles and media reports on political-administrative interface. Creswell (2009:25) described this section as an important section after the researcher has selected a topic. He ascertains that it shares with the reader the results of other studies that closely related to the one being undertaken and it relates the study to the larger, ongoing dialogue on the literature, filling gabs and expending prior studies.

Creswell (2009:25) also argues that literature review is conducted under the tollploying themes provides a framework for establishing the importance of the study as well as a benchmark for comparing the results with other findings. For the purposes of this research project, literature was under the following topics:
- The inception of public administration;
- The political administrative interface in South Africa;
- The legislative framework in local government; and
- Challenges facing political-administrative interface in local government and its implications.

1.6.2 The inception of Public Administration
The debate on public administrations is an old debate dating back to the 19th century. The statement Woodrow Wilson advocated for the separation of powers between politics and administration.

He emphasised the need for the dichotomy between the two. However, it is important to mention that there is no universal agreed definition of public administration. Other authors such as Goodnow are objecting to the Wilson's views, arguing that politics and administration are inseparable.

Cameron (2003:53) has advocated for a relationship between politics and administration to mutually coexist. The interface has been described as the direct opposite of the dichotomy and it advocate.

1.6.2 Political-administrative interface in South Africa

South Africa was for 48 years under apartheid rule, which used discriminatory laws and racist policies to marginalize the majority of Black African people. The government of the time tried all tactics to politicize public service by ensuring that senior positions are held by people, who are either members or sympathetic to the ruling organization of that time. This was to ensure total control and direct – both formulation and implementation of policy within the confine of the political agenda and programme.

Ndudula (2013: 24) argues that between the periods of 1948–1994, the National Party employed its comrades (mostly white), particular at senior government level that has patronage and loyalty to the government. At the centre of the decision to recruit people align to it, the ruling party wanted to minimize political sabotage and ensure that those deployed in senior positions are clear and will at all cost support the implementation of government policies at a time. The practise of employing those who were politically aligned to the ruling party continued even in homelands, which were structure developed by apartheid government to oppress black majority. Ndudula (2013:25) cites Miller (2005:98) alluding to a survey conducted pre-1994 which discovered that 47 percent of civil servants were appointments on seniority whilst 40 percent through degree of political influence by politicians by expressing their preference to the commission for administration and 13 percent was on the basis of both seniority and political influence.

This was naked politicization of the State and to utilize it as a machinery to advance political agenda and indoctrination. This was done to entrench narrow political interest, using administration and the ultimate strategy was to uphold cosy political-administrative interface, thereby administration following orders from politicians by being loyal and committed to the agenda (Ndudula, 2013:25).

The politicization of public administration has also deepened post 1994 with the new ruling party the African National Congress (ANC) advocating for the transformation of

the State, which among others includes deployment of some of its key leaders and members to key strategic positions. This was evident by the adoption the Cadre Deployment Strategy by the ANC, which is a guiding document and a political justification of deploying its cadres and leaders to the State, mainly in administration.

This has resulted to cadres, including office bearers of regional structures deployed in key strategic positions but mainly in local government. This has also contributed to the nature of the political-administrative interface in local government and has on many occasions caused conflict between political role players and administration, mainly over control pf political space and resources.

According to Maphunye (2001:320) and Mafunisa (2010:96), after interviewing public servants, they found that failure to understand the roles between politics and administration inevitably leads to conflict and tension between the political office bearers and administrative officials. Politicians have no such strict legislative framework governing them. As such, many municipals managers, in local government, are under pressure to appease their political principals, albeit in the danger of flouting the legislative framework governing their work. In a situation like this, conflict is bound to happen at the danger of triggering crisis.

Ndwedwe Local Municipality has therefore been experiencing serious political and administrative breakdowns. This has also been impacted by the political atmosphere in the KwaDukuza region (now known as General Gizenga Mpanza Region) of the ANC. The regional politics has somehow impacted on the stability in the municipality, informed by political involvement of administrative staff and political office bearers. Hence it is thus imperative to investigate the impact of political-administrative interface on service delivery and its impact on service delivery in the area.

1.6.3 Challenges facing political–administrative interface in local government
The main challenge facing the political-administrative interface is mainly through the lack of structured consultation and clear separation of roles (Mafunisa 2010:95). This at the municipality might be caused by the reporting channels because the Municipal Manager, who is the head of the administration, is employed by the council. Because in most cases some individuals who hold key and strategic positions in municipalities

are political role players. Hence this has spiked a debate in South Africa, with the Department of Cooperative Governance and Traditional Affairs (CoGTA) reviewing the laws to restrict political office bearers in holding public administration responsibilities. There are many other challenges which are causing instability in local government.

Mafunisa (2010:95) highlighted the following reasons as key causal factors which lead to conflict between political office bearers and public servants:

- Alleged meddling and interfering of political office bearers in administrative matters;
- Lack of understanding of institutional history by public functionaries;
- Lack of understanding of administrative or technical issues by the political office bearers;
- Political differences between the political office bearers and the senior public servant;
- Strong participation in political issues by the senior public servant; and
- Seizing expert power by the senior public servants through intentionally misleading political office bearers, maintaining a veil of secrecy, withholding information and delaying decisions.

1.6.4 Legislative framework in local government in South Africa
Constitution of the Republic of South Africa of 1996

The Constitution of the Republic of South Africa empowers local government and mandates it through powers and functions given to councils to take charge of their localities. Section 151 of the Constitution gives the executive and legislative authority to the municipal councils. Among the key objective (Section 152) is to:

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

At the centre of achieving these objectives is the working relationship between the political role players and the administration. The cooperation and ascertaining common objective between the two, will without doubt lead to stability and certainty in local government. Most importantly it will result to an accountable local government based on constitutional values and adherence to the rule of law.

Local Government: Municipal Systems Act No 32 of 2000

The key objective of the Local Government: Municipal Systems Act No 32 of 2000 is to provide core principles, mechanisms and processes necessary for municipalities to perform effectively. This will be done to ensure universal access to services in a more affordable manner.   The act also talks about improving municipal political and administrative structures to improve performance. The act also elaborates further on the role of the Municipal Manager and how as administration they should assist mayor (politician). Among many responsibilities outlines are to:

- Managing communication between the municipalities' administration and its political structures and political office bearers.
- Carry out the decisions of the political structures and political office bearers of the municipality.

These two are very critical to maintain and sustain interface between politics and administration in local government. This provides a clear guide on how politics can work together, mutually in local government.

Local Government: Municipal Structures Act No 117 of 1998

The main objective of the Local Government: Municipal Structures Act No 117 of 1998 is to provide a structured approach towards achieving the mandate of local government as set out in the constitution. In section 56 the act outlines powers and functions of the executive mayor. Clearly these powers are separate from those of the administration (municipal manager). Among key responsibilities of the mayor are:

- Identify and develop criteria in the implementation of the strategies, programme and services
- Monitor the management of the municipality's administration in accordance with the direction of the provision of services of municipal council

- Oversee the provision of services to communities in the municipality in a sustained manner.

Local Government: Municipal Finance Management Act No 56 of 2003

The Local Government: Municipal Finance Management Act No 56 of 2003 mainly talks to the values need to embraced in the process of managing public funds and other resources. The act places the municipal manager as an Accounting Officer and who has a responsibility of ensuring that public funds are spent wisely and can be accounted for. The act also places a responsibility to political role players to effect oversight role in the municipality – this ensuring compliance and good governance.

1.7 THEORETICAL FRAMEWORK

1.7.1 Politics-administration dichotomy

The dichotomy model was largely invented and envisaged by an academic, who later became US president, Woodrow Wilson in his famous paper "The study of Administration", in Political Science Quarterly (June 1887). Frank Goodnow, added his voice supporting the separation of politics and administration in his paper Politics and Administration: a study in government. New York: Macmillan.

The Political-Administrative dichotomy holds that political interference in administration would erode the opportunity for administrative efficiency, that the policy-making activities of government ought to be wholly separated from administrative (Mafunisa, 2003:87).

The above statements justifies why the dichotomy model is perceived as a neutral model. Mafunisa (2003:88) further holds that there are fundamental reasons that justifies this model and its usefulness lies in its intentions – to protect public administration from interference by elected office bearers and members of political parties in the day to day administrative. It also helps to protect public administration from political patronage, where party political connections become the over-riding criteria in public personnel functions such as recruitment, transfer, training and promotions

1.7.2 Political Bureaucratic Model

The model contrary to the dichotomy is advocating for politics to have a direct interest in the administration and part of the day to day decision making to ensure that policy decisions and directives of the ruling party are being implemented. This means under this model, public servants operates under the "rules" of politicians or the political party governing.

Party structures impose administrative decisions on administrators. The model also implies that rewards and appointments are made on the basis of blind allegiance to the ruling party by public servants, and not on the basis of the merit system (Mafunisa 2003:88).

Ndudula (2013:17) also took it further to argue that the ANC's Cadre Policy and Deployment Strategy (1997) is a classic example of the implementation of a politicised model. This means that senior public government post, before they are filed must be approved by the ANC. This model is important in this study to assess the impact of politics or the relationship between politics and administration, mainly at a local government level.

1.7.3 Complementary Model

The Complementary Model is based on a notion that both politics and administration can co-exist and complement one another in achieving. According to Svara (2001:179), the complementarity of politics and administration is based on the premise that political office-bearers and administrators join together in the pursuit of sound governance. This model seems to combine these two separate role.

Mafunisa (2003:89), says the complementarity reconciles what have seemed to be contradictory aspects in public administration. He further asked – how can politicians maintains control and, at the same time, allow senior public servants to maintain their independence, adhere to professional values and standards and be responsible to the public. This points to the fact that there is an overlap on the roles of both administrators and politicians, however, they both can live harmoniously.

1.8 STRUCTURE OF THE DISSERTATION

This study comprises of five chapters:

Chapter One – Introduction and overview of the study

This chapter detailed the process that was followed in putting together the whole study. This chapter introduces the study, present a research problem, research questions, research objectives, literature review, research design and methodology, data analysis, study sites, limitations.

Chapter Two – Literature Review

This chapter deals with analysing the existing literature in relation to the issue of the political – administrative interface. This section deals with the inception of public administration, political administrative interface in local government, legislative framework and challenges facing political-administrative interface in local government and its implications

Chapter Three – Research Methodology

This chapter deals with research methodology and design. It looks at the research approaches and paradigm. For this the purposes of this research qualitative method has been selected. This section also details some important such as data collection methods, ethical consideration and plans for data analysis.

Chapter Four – Data Presentation and Analysis

This chapter deals with presentation and interpretation and findings, sample, research instrument, reliability of the statistics and factor analysis, quantitative analysis.

Chapter Five – Conclusions and Recommendations

This is a final chapter that deals with conclusion and recommendations. This chapter deals with the summary of the study, summary of the findings and recommendations.

1.9 CONCLUSION

This chapter presents the lay-out of the study, objectives and key research questions. It goes further to address the issue of literature that will be used in chapter two,

research methodology, date collection and analysis, sampling strategy and the findings of the study. All these chapters are equally important as each deal with fundamental aspects of this research. This chapter (one) is important as it lays the foundation for the research.

CHAPTER TWO
LITERATURE REVIEW

2.1 INTRODUCTION

The objective of this study is to assess the political-administrative interface in local government, within the context of South Africa, mainly using Ndwedwe Local Municipality as the case study. This is essential as it relates to the core of the functionality of the sphere of local government and service delivery. Chapter one of this research study has dealt with areas such as the introduction of the study, research objectives, research questions, research problems and gave a high level overview of the scope of work to be covered.

This chapter (Chapter Two) seeks to look and analyse the existing literature, analyse books, journals, research papers and legislations, to understand how other authors have contributed into the current discourse on political – administration interface in local government in South Africa and in the globe. Creswell (2009:25) describes literature review as an important section that after the researcher has selected a topic, needs to embark upon. It shares with the reader the results of other studies that closely related to the one being undertaken. It relates the study to the larger, ongoing dialogue on the literature, filling gabs and expending prior studies (Cooper, 1984; Marshall & Rossman, 2006). Croswell also argues that literature review provides a framework for establishing the importance of the study as well as a benchmark for comparing the results with other findings.

This chapter, therefore, seeks to interrogate existing literature to place into context the extent and dynamics of the political administrative interface in the South African local government. The following areas of work will be covered as part of reviewing the literature:

- Inception of public administration and models on the relationship between politics and administration;
- Legislative framework guiding political administrative interface in the South African local government;

- Political-administrative interface in the South African context;
- Challenges facing political administrative interface in the South African local government; and
- Conclusion.

2.2 POLITICS AND ADMINISTRATION

The debate has been going over centuries on the relationship between politics and administration. This complex debate has had interesting and controversial engagements on how the two should relate, mainly in public service. This issue of political-administrative interface is not only a regional issue but a vexing subject across many countries in the world.

Countries, such as Norway and many others have been battling with relationship between politics and administration with the focus mainly being on how to manage and avoid conflict between the two with a view of forging a productive cooperation. In a paper titled "Are the relationship between politicians and administrators at the local level determined by the degree of central government regulations?," (Jacobsen 2001:8). He reveals that even in modern democracies like in Norway, the issue of the relations between politics and administration remains the subject for debate even today. He however references to strong regulation as a form of intervention that may decrease conflict between politics and administration. He further submits that on the contrary, that the lack of central government regulations can lead to a situation where there is no rule or standard procedure on how to handle a possible conflict between politics and administration (Jacobsen, 2001:9).

This is not only affecting Western countries but even African countries are battling to find a suitable formula of reaching a workable consensus between appointed public servants (administrators) and elected public representatives (officials) . Equally, South Africa, is therefore not immune from the rest of the world hence it is necessary to investigate the issue of political administrative interface in the country but mainly at a local government level. The findings of this research should be essential to help South

Africa's fledgling democracy to understand and better grapple with these conflictual relations between politics and administration.

2.3 THE INCEPTION OF PUBLIC ADMINISTRATION AND MODELS

Public administration was invented as a field of study around 1880s. This was through Wilson (1887) who outlined what later happened to be called the politics-administration dichotomy, a theoretical model that emphasised distinct roles in public administration and politics. The concept has, however, evolved with many scholars contributing and developing new theories and concepts.

Administration refers to the provision of goods and services to members of the public with the aid of the administrative and auxiliary function. Administrative function includes policy – making, organizing, financing, personnel provision and utilization, determining work and procedures and control (Mafunisa, 2003:86).

According to Hanekom, Rowaland, and Bain (1997:19), public administration is a special field of activities that is underpinned by identifiable basis which can serve as guidelines, values and norms in which functions of those in public office have to employ and adhere to.

There are, however, models which the study has focused on below which have direct effects to this research as they relate to the models that define the relationship between public administration and politics.

2.3.1 Depoliticised bureaucracy/ Dichotomy model

Many scholars have referred to Woodrow Wilson as the father of the discipline of public administration. Wilson was lecturer of political science at the University at Princetown and later became the president of the United State of America. He is popular known for advocating for the separation between administration and politics. In his paper "The study of public administration" published in 1887, his insightful arguments and approaches to public administration were later known as principles of political administration dichotomy. "Administration lies outside proper sphere of politics. The administrative questions are not political questions," observes Wilson.

Mafunisa (2003:87) made reference to the statement by Shafritz (1985:415) that a dominant view in this approach is that political administrative dichotomy holds that political interference in administration would erode the opportunity for administrative efficiency that policy making activities of government ought to be wholly separated from administrative function, and that administrators had to have an explicit assignment of objectives before they could begin to develop an effective administrative system.

This statement is further strengthening a call for administrators to focus and build administrative capacity, which is distinct from that of political role players. The dichotomy model sees the public service as distinct from political process (Mafunisa (2003:88).

2.3.2 Politicised bureaucracy model

This model argues that elected politicians must have a direct interest and control of the public service. Contrary to the dichotomy, this model argues for no separation between politics and administration.

Party structures impose administrative decision on administrators. The model also implies that rewards and appointments are made on the basis of blind allegiance to the ruling party by public servants, and not on the basis of a merit system (Mafunisa (2003:88).

The African National Congress (ANC) cadre deployment strategy (1997) as a living example, where party loyalists are deployed in key positions on the basis of loyalty and partisan basis. Even today the ANC's cadre deployments decide on key positions in the public service, including that of Heads of Department and Municipal managers. Before the Head of Department is confirmed by the Cabinet, such appointments must be stamped by the ANC to give its political endorsement of the candidate (Mafunisa 2003:88).

The appointment of Heads of Departments is political in nature such that ministers or Members of the Provincial Executive Council (MEC) in the case of provinces preside

over the short-listing process and ultimately make the appointments. This, however, has it challenges as accounting officers are expected to toe the line from the political principals.

The challenge is how to manage the relationship between political office bearers and public servants in a manner that ensures that the public service is not abused for narrow party political agendas, but remain an instrument of service delivery for the people as a whole, but under the policy direction of the ruling party.

This has manifested itself in the collapse of relationships between many accounting officers and MECs. In some cases this has resulted to irrational suspensions which are reversed by courts, mainly because the accounting officer refuses to take orders from the political heads. In some cases this breakdown of relationship and trust has resulted to accounting officers who are fired without following proper processes, receiving huge golden handshakes. This has a negative impact for the coffers of the cash-strapped municipalities and service delivery.

2.3.3 Complementary Model

The third is the "Complementary Model" which proposes that political and administration office holders can work together in pursuit of good governance. Complementary relationship implies separate parts and distinct but the emphasis is on how each contributes to the whole (Mafunisa, 2003:89). This model advocates for a cordial relationship between politics and administration. Mafunisa (2003:89) proposes that this model talks to how politicians can maintain control and, at the same time, allow senior public servants to maintain their dependence, adhere to professional values and standards and be responsible to the public.

Maphunye (2001:316–317) in the study "The South African senior public service: roles and the structure in post 1994 departments", he argues that both elected political office – bearers and appointed public servants agree that there is an overlap between the "worlds" of the public servants and that of political office bearers. They, thus suggest that the two groups should co-operate, while recognising those aspects that reside entirely or exclusively in one group's sphere of operation.

Svara (2001:179) has invented what is termed "oneness in separation" where the politicians and administrators execute their inter-dependent tasks and responsibilities working towards common goal. Ndudula (2003:18) further recommends this model as it provides the basis of analysing how the interface affects services delivery and also how it can be utilised to improve a sustained service rendering model.

2.3.4 The British permanent model

This model views public administrators as permanent warm bodies, who have to apply neutrality at all times. By virtue of the fact that administrators are expected to serve ministers of any political complexion, senior servants are required to be scrupulously neutral (Mogoshoa, 2006:28). Mogoshoa (2006:28) further makes reference to Pyper (in Mafunisa, 2003:91) who alluded to the fact that senior public servants cannot hold party offices, canvass for candidates or express views in public if any of them is associated with politics of the United Kingdom or European parliament.

Mafunisa (2003:91) took this argument further by highlighting that even the recruitment of public servants is done on the basis of merits and by a fair process and open competition. He expressly confirmed that public servants are required to perform loyally the duties assigned to them by the government of the day, whatever its political persuasion.

2.3.5 American hybrid model

This model refers to a system where public service is selected using both the process of political approval, which is referred to as a spoils system and where the public service is selected on merit.

In the American public administration, the civil service is a generic concept that describes the civilians employed by a government who are part of the career service. Civil servants are recruited and hired on the basis of merit, are evaluated periodically as to their job performance, are promoted on the basis of their efficiency ratings, and have job security (Chandler and Plano in Mafunisa, 2003:92)

2.4 LEGISLATIVE FRAMEWORK IN LOCAL GOVERNMENT IN SOUTH AFRICA

2.4.1 The Constitution of the Republic of South Africa of 1996

The Constitution of the Republic of South Africa of 1996 is often described as the supreme law of the country. The Constitution, in Chapter 10, establishes public administration. It is explicit in advocating for democratic and accountable government, where the resources are distributed equably and fairly. It further gives birth to the Public Service Commission, which serves as the watchdog of the public administration thus ensuring that it exercises its work without fear of favour. The Constitution also sets out a number of mechanisms to monitor public administration, including establishing Chapter 9 institutions, which is Public Protector, Human Rights Commission, Auditor General, Gender Equity Commission, Independent Electoral Commission and the Commission for the Protection of Culture, Religious and Linguistic Communities. The Constitution of 1996 also outlines noble values, which should be observed in all spheres of government. Among those are:

- Observe high professional ethics that must be maintained at all times.
- Efficient, economic and effective use of resources.

The Constitution further empowers local government, through powers and functions given to councils, to take charge of their localities. Section 151 gives the executive and legislative authority to the municipal councils in their areas of jurisdiction. Among the key objective (section 151-164) is:

- To provide democratic and accountable government for local communities;
- To ensure provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To encourage the involvement of communities and community organisations in the matters of local government; and
- To promote a safe and healthy environment (Constitution of 1996).

At the centre of achieving these objectives is the working relationship between the political role players and the administration. The cooperation and ascertaining of common objective and mutual working relations between administration and politics,

will result to a more stable local government and public service that is able to deliver to the expectation of the people.

2.4.2 Local Government: Municipal Systems Act No 32 of 2000

The key objective of the Local Government: Municipal Systems Act No 32 of 2000 is to provide core principles, mechanisms and processes necessary for municipalities to perform effectively. The act also talks about improving municipal, political and administrative structures to improve performance. The act also elaborates further on the role of the Municipal Manager and how as administration they should assist the mayor (politician). Among many responsibilities its outlines are to:

- Managing communication between the municipalities' administration and its political structures and political office bearers;
- Carry out the decisions of the political structures and political office bearers of the municipality;
- Formation and development of an economic, effective and accountable administration;
- The management of the municipality's administration;
- Implementation of the Municipal Integrated Development Plan (IDP) and the monitoring thereof;
- Maintenance of discipline of staff, and promotion of sound labour relations and compliance by the municipality; and
- Manage financial affairs of the municipality (RSA, 2000).

These two are very critical to maintain and sustain interface between politics and administration in local government.

2.4.3 Local Government: Municipal Structures Act No 117 of 1998

The main objective of the Local Government: Municipal Structures Act No 117 of 1998 is to provide a structured approach towards achieving the mandate of local government as set out in the Constitution. In section 56, the act outlines powers and functions of the executive mayor. Clearly these powers are separate from those of the administration (municipal manager). To achieve the objectives set out in this act, the municipal council (politicians) and municipal manager (head of administration) must

work together in a harmonious environment. Among key responsibilities of the mayor are:

- Identify and develop criteria in the implementation of the strategies, programme and services;
- Monitor the management of the municipality's administration in accordance with the direction of the provision of services of municipal council; and
- Oversee the provision of services to communities in the municipality in a sustained manner (RSA, 1998).

2.4.4 Local Government: Municipal Finance Management Act No 56 of 2003

The Local Government: Municipal Finance Management Act No 56 of 2003 mainly talks to the values that need to be embraced in the process of managing public funds and other resources. It outlines a number of areas, including the budgeting approval processes and reporting on financial matters. Chapter 5 (section 34) also empowers National and Provincial Government to intervene to ensure capacity building and ensuring transparent financial management. Chapter 7 (section 52) of the Act outlines the role of the Mayor (politician) in ensuring that the Accounting Officer (administrator) is handling financial matter in accordance with the law. In terms of this Act, the Accounting Officer:

- Must provide general political guidance over the fiscal and financial affairs of the municipality;
- In providing such general political guidance, may monitor and, to the extent provided in this act. Oversee the exercise of responsibilities assigned in terms of the act to the accounting officer and the chief financial officer, but may not interfere with the exercise of those responsibility;
- Must take all reasonable steps to ensure that the municipality performs its constitutional and statutory functions within the limits of the municipality's approved budget;
- Must, within 30 days of the end of each quarter, submit a report to the council on the implementation of the budget and the financial state of affairs of the municipality; and
- Must exercise the other powers and perform the other duties assigned to the mayor in terms of this act or delegated by the council to the mayor (RSA, 2003).

Chapter 8 (section 60) of the Municipal Finance Management Act deals with powers and responsibilities of a municipal manager. Among the key responsibilities are to:

- Exercise the functions and powers assigned to the accounting officer in terms of this act
- Provide guidance and advice on compliance with this act the political structures, political office bearers and officials of the municipality and any municipal entity under the sole or shared control of the municipality.

Clearly, these responsibilities that are placed on both the politicians and administration, require a collaboration and good working relationship with each respecting the powers of the other. The act further requires that the municipal manager should act with fidelity, honesty, integrity and in the best interest of the municipality in managing its financial affairs. The provisions of the act are essential as sometimes some of the issues that give rise to conflict between politics and administration arise out of the control of resources.

2.5 POLITICAL-ADMINISTRATIVE INTERFACE IN THE SOUTH AFRICAN CONTEXT

South Africa, has for a number of years, been under apartheid rule, which used discriminatory laws and racist policies to marginalize the majority of African people. The government of the time tried all tactics to politicize public service by ensuring that senior positions are held by people, who are either members or sympathetic to the ruling organization, the National Party (NP).

This was to ensure total control and direct – of both formulation and implementation of policy within the confine of the political agenda and programme. This in the main was viewed as the politicisation of the public service to further strengthen the hegemony of then government. Even worse the local government was demarcated in racial lines, with less focus on African authorities. In a paper titled "The transformed local government system: some lessons", Thornhill (2005:493) reveals that about 1100 local authorities were in existence during the apartheid government.

Ndudula (2013:24) argues that in the period between1948–1994, the National Party employed its comrades (mostly white), particular at senior government level that has patronage and loyalty to the government. At the centre of the decision to recruit people aligned to it, the ruling party wanted to minimize political sabotage and ensure that those deployed in senior positions are clear and will, at all cost, support the implementation of government policies at a time.

The practise of employing those who were politically aligned to the ruling party continued even in homelands, which were structure developed by apartheid government to oppress black majority. Ndudula (2003:25) cites Miller (2005:98) alluding to a survey conducted pre-1994 which discovered that 47 percent of civil servants were appointments on seniority whilst 40 percent through degree of political influence by politicians by expressing their preference to the commission for administration and 13 percent was on the basis of both seniority and political influence. This is proof that the then government wanted to ensure total control of the public administration by ensuring that people who are sympathetic to it are placed in senior positions to drive the implementation of their programme and to advance their political objectives.

The approach of the National Party was viewed as naked politicization of the state and to utilise it as a machinery to advance political agenda and indoctrination. Ndudula argues that this was done to entrench narrow political interest, using administration and that the ultimate strategy was to uphold cosy political – administrative interface, thereby administration following orders from politicians by being loyal and committed to the agenda.

This was to be dismantled during the period building up to the democratic negotiations, with some serious consideration having to be made on the future of local government and ultimately transform this sphere of government. Thornhill (2005: 494) argues that the introduction of the Interim Measures for Local Government Act, 1991 (Act 128 of 1991) was the first step towards de-racializing the local government.

This legislation paved the way for engagements and streamlining of municipalities, those which were resourced (whites) and majority which were largely dominated by Africans and other minority communities. The developments were preceded by the Local Government Negotiation Forum which was launched to give more meaning to the integration of the local government sphere.

All these efforts culminated into the adoption of the Constitution of the Republic of South Africa of 1996, with section 7, giving legitimate powers to local government as a sphere with clearly defined roles and responsibilities. Thornhill (2003:497) also makes an assertion that whilst the constitution did provide the legal basis for democratic local government, the White Paper on Local Government of 1998 is taking it further by defining the new trajectory, which is a developmental local government. Despite all these progressive efforts, Thornhill also argues that it was always going to be complex to manage the relationship between politics and administration heads. Even when the ANC took power in 1994, it repeated the same, flooding its cadres to senior positions in government.

Others have argued that politicisation of public administration has also deepened post 1994 with the ruling party, the ANC advocating for the transformation of the state, which among others includes deployment of some of its key leaders and members to key strategic positions. This was evident by the adoption of the Cadre Deployment Strategy by the ANC. This is a guiding document and a political justification of deploying its cadres and leaders to the helm of the state, mainly to run and control the administration.

The ANC traces the origins of its cadre deployment as it was preparing to take over power in South African, In a paper titled "The African National Congress (ANC) and the Cadre Deployment Policy in the Post – Apartheid South Africa: A product of Democratic Centralisation or a Recipe for a Constitutional Crisis?", the writer, Twala (2017:159) argues that it was not new for political parties when they take over power to deploy their trusted members to key positions of the state, as it was the case in many countries in the world. He went further to state that in some parts of the world, if the party wins the elections and becomes the ruling party, the possibility of such a party coming with trusted and reliable individuals running the affairs of the incoming

government are huge. He further argues that in some instances, when a new party comes into power, the masses of officials of the defeated party it had been in power, forfeit their jobs.

The ANC leadership has in many forums, including the public debated and defended its cadre deployment policy as an important step towards achieving what it terms a National Democratic Revolution, which outlines phases of transforming South Africa.

The former Secretary-General of the African National Congress, Gwede Mantashe, was quoted in the newspaper Mail and Guardian (14 September 2011) when addressing a teacher's union in Empangeni in KwaZulu-Natal defending this policy and going further to argue that it was benefiting African people who were deprived of much needed opportunities before. "Deploying cadres is not a flawed concept system. We believe that there is nothing wrong with the concept. It helps to address the situation we inherited in 1994 (Mantashe). We went further to say as the ANC they are not ashamed of this policy" (Mail and Guardian, 14 September 2011).

Correctly so, the ANC can argue that the reason it was able to champion and achieve the Reconstruction and Development Programme (RDP) which was unveiled by the first democratic state and many other programmes, including the Accelerated and Shared Growth Initiative for South Africa (ASGiSA), and now the National Development Plan (NDP).

In the recent times, the ANC cadre deployment policy has faced criticism not only from the opposition but also from some of its stalwarts, who have questioned the credentials of some of the deployees in key strategic positions in the state and parastatals. Mantashe, according to the Mail and Guardian (2016) would, however, argue that only people who are loyal to the current regime who understands its policies and political vision can better drive and fast-track the implementation of its policy while on the contrary taking the implementation away from officials who might lack political will and sabotage the ruling party.

As expected, the opposition political parties have accused the ANC of prioritizing the deployment of its cadres at an expense of capable individual, who are professionals

and who, arguably will add professional value to the public institutions. From the National Party (NP) and now the Democratic Alliance (DA) have been calling on the ANC to scrap the policy arguing that it has rendered the government and its agencies dysfunctional and plunged to into mismanagement. Mafunisa (2003:94) argues that even the DA itself where it is governing has applied a similar strategy by appointing party loyalists in the City of Cape Town. Those suspected to be loyalists of the ANC were shown the door and dismissed.

This includes the City Manager, Mr Wallace Mgoqi, who had a long court battle accusing the DA led council of firing him because he was aligned to the ANC. He further asserts that what informs this strategy is the fear by ruling parties that their delivery programme may be sabotaged by disloyal public servants. He cited the Presidential Review Commission (PRC) (1998: Chapter 2: Sections 2-5) acknowledging that there was a threat, real or perceived, of political sabotage by disloyal incumbents of the previous dispensation. The commission also acknowledges the need for "political appointment" within the service as a cushion against unsupportive public servant. This debate confirms that the issue of politicisation of the public services in South Africa has been there before 1994 and it continues even now in a democratic dispensation. The challenge also with opening space for political loyalist is the disappearance of institutional memory and people who have capacity and gravitas to execute the work objectively and diligently.

Even after the August 2016 Local Government Elections when the DA took over the control of some key metros in the country, including Nelson Mandela, Tshwane and Johannesburg metros, the situation has been worsened with threats of expelling senior managers who are labelled as incompetent by the incumbent leadership. This has further fuelled belief and speculations that the DA wants to purge those managers aligned to the ANC and replace them with people who are sympathetic to it and its policies.

This, in most cases, has seen an exodus of senior managers who are resigning to pursue their careers in other spheres of government and in the public sector. In Tshwane, the new mayor has been leading the process of opening cases for senior managers who are alleged to be implicated in some forensic reports (Mail and

Guardian, 2016). This has been viewed by some, mainly the ANC as threats to their loyalists to open the space for DA loyalists.

Contrary to the justification of having staff that is loyal to the governing party of the day authors of a paper "Political and Community Oversight for good governance in South Africa", they argue that political activeness of officials is a cause for disaster and might results to the absence of good governance and corruption.

For the public administration to function well, officials have to follow the norms and values of administration. Although the authors argue that there should be a separation between politicians and public officials, the law permits officials to be members to serve in the management of a legally established political party (as long as they do not act as chairperson or speaker at a public meeting) (Mubangizi & Tshishonga, 2013: 308). As they advocate for what is termed "doctrine of neutrality of the public service", they cites Van Der Waldt (2001:118) where he argues that public servants, should only be seen in a position of ensuring service delivery to the community and should abstain from politics, since research shows that mixing the two causes untold damage through corruption (which in turn impedes development progress). While Mubangizi and Tshishonga (2013:308) advocate for the separation of politics and administration, they also agree that for officials to be successful in their work they need politicians and likewise the politicians need officials.

The issue, however, of political meddling is a serious issue at all levels of government, where administrators are expected to toe the line and follow political orders from the executive authority. The interface between politics and administration in the Limpopo Department of Education (Mogashoa, 2006:14) arrives at a conclusion that Accounting Officers (Head of Departments) acts as policy advisors to the political heads, therefore they are mostly recruited to advance a political programme of the ruling party. Heywood (1997:355) suggests that the attraction of a political senior bureaucracy plainly ensures that there is high level of loyalty and commitment in such a group than would be likely among political impartial civil servants. He further asserts that one of the most common ways of exercising political control is to recruit the senior bureaucrats into the ideological enthusiasms of the government of the day.

This is echoed in a paper titled "The executive mayor/municipal manager interface", where the Thornhill (2003:733) warns that the challenge of obtaining an effective interface lies in the politicisation of the administration and management. Thornhill (2003:733) further observes that councillors, especially executive mayors, tend to intervene in the administrative of the municipality. The excuse made for this is that they want to have hands on knowledge. He, however, warned that there is a danger in this argument with normal administrative and managerial duties become clouded by political concerns. There seems to be a common agreement that as part of ensuring political loyalty in the public service the ruling party of the day, will correctly or wrongly look within its ranks.

Ndudula (2003:25) has argued that the practice of cadre deployment, including office bearers of regional structures deployed in key strategic positions in local government could have negative effects. This, he says, has also contributed to the nature of the political – administrative interface in local government and has on many occasions caused conflict between political role players and administration.

Further, Ndudula (2003:26) argues that as a result the cadre deployment has affected political deployees, particularly in local government, directly or indirectly on the administrative matters resulting to conflict between politicians and administrators. This is particularly so when a leader of the organisation at regional level is also employed in the municipality, which might result to undermining governance accountability at an expense of political seniority. De Visser (2010:94) observes that politics – administrative has become the "Achilles heel" in the most municipalities. He says it is beyond reasonable doubt that, there is a deliberate lack of proper interpretations of legislations that define rules and responsibilities of municipal office bearers as the source of trouble in political-administration interface.

According to Maphunye (2001:320) and Mafunisa (2003:96), after interviewing public servants, they found that failure to understand the roles between politics and administration inevitably leads to conflict and tension between the political office bearers and administrative officials. At times this is a deliberately failure by those who hold political powers at regional levels, who are failing to separate between their role political players and their role as administrator and visa -versa.

Ndudula (2002:26) observes that the situation is further compounded as in some instances deployed cadres in the administration also holds senior political positions in the party indirectly interfere on political matters. These overlapping's, he says, are as a result of cadre deployment particularly at a local government results to tension and render the municipality ineffective and unproductive in providing services. Maphunye (2001) observes that politicians have no such strict legislative framework governing them. As such, many municipal managers, in local government, are under pressure to appease their political principals, albeit in the danger of flouting the legislative framework governing their work. In a situation like this, conflict is bound to happen at the danger of triggering crisis. This has resulted in conflict between municipal managers, who have either lost their jobs or being charged for violating the law because they are trying to please their political bosses.

In many other instances such conflict between municipal managers and their political principals has resulted to a serious breakdown of relationship and matters going to court, over the political influence of political office bearers seeking to influence administrative processes. Mogasha (2003:95) referred to the Provincial Review Report which noted that in many provinces, political interference in day to day administrative function tends to paralyse the administration and that there is a poor definition of the roles and functions of employees.

Such conflict in most municipalities in KwaZulu-Natal has also resulted to the Members of the Executive Council (MEC) for CoGTA evoking section 139 of the Constitution of the Republic of South Africa. Section 1(a) empowers the MEC to intervene and take over key functions, including the day to day running of the finances. Section 1(b) gives powers to the MEC to take the powers of the Municipal Manager and the Mayor and appoint an administrator who will run the affairs of the municipality. Section 1(c) gives powers to the MEC to dissolve the council and call for a by-election of a new council within a period of 90 working days. In the case of KwaZulu-Natal the situation is further worsened by political dynamics, where after the 2011 elections you had about 12 hung municipalities. In these municipalities there was no outright winner and as a result the ANC formed coalition by signing a Memorandum of Agreement (MoU) with the National Freedom Party. This helped to installed governments in those municipalities

by this "power sharing" deal resulted to majority of those municipalities failing to effectively render services to the people.

Majority of them were dysfunctional and were unable even to convene council meetings. In some instances some of the councillors were expelled by their parties because they refused to vote in-line with the agreement. As this was playing itself out, officials were also victims of this as they were caught at the centre of this power contest. In some municipalities officials had to resign because of such instability.

In municipalities such as Abaqulusi Local Municipality, the council was dissolved in 2007 by CoGTA MEC allegedly because of the breakdown of a relationship between politics and administration which rendered the municipality dysfunctional and failing to render services. This was followed by a court case, which vindicated the MEC by approving his decision and calling for the election of a new council. This has also been the case in Mtubatuba municipality, where the alliance of the ANC and National Freedom Party (NFP) could not deliver results, plunging the municipality into a crisis and failing to manage its affairs.

Since 2012, the municipal council has remained largely dysfunctional. Instead of decent service delivery, the community has only witnessed pure political theatre.

In all the above cases the issue of political interference or the lack of trust between politics and administration is always identified as a major challenge which affects the functioning of municipalities. There are also allegations of corruption and politicians wanting to direct procurement processes.

2.6 CHALLENGES FACING POLITICAL-ADMINISTRATIVE INTERFACE IN LOCAL GOVERNMENT

Cameron (2003:55) does acknowledge that the relationship between administration/ management and politics is not one of a servant-master relationship. Thornhill (2005:507) described politics and administration as the two sides of a same coin. He, however, agrees/d that the interface on the municipal sphere is much more complex than in any other sphere of government.

Among the key suggestions Thornhill (2005:509) is making is that the clarification of political-administrative interface is very imperative and that politics should not get involved in administration. This, he says, is because local government is the closest sphere to the people and some people interacts for the first time with government at a local government level.

The main challenge facing the political-administrative interface is mainly through the lack of structured consultation and how the interface should take place. While legislation such as the Local Government: Municipal Structures Act of 1998 defines the role and responsibilities, there seem to be no clarity on the issue of interface between politics and administration. This, at the municipality, is also caused by the reporting channels because the Municipal Manager, who is the head of the administration is employed by the council.

In most cases some individuals who hold key and strategic positions in municipalities are political role players in political structures. This has sparked a debate in South Africa, with the Department of Cooperative Governance and Traditional Affairs (CoGTA) trying to enforce the law to restrict political office bearers in holding public administration responsibilities.

This is out of acknowledgement that most conflict and challenges of capacity in municipalities are influenced by local political factors and dynamics. There are many other challenges which are causing instability in local government, including undermining the authority of political players by administration in some instances, where the municipal manager will deliberately undermine the mayor and other political authorities and take decisions of their own.

Mafunisa (2010:95) highlights some of the reasons as key causal factors which lead to conflict between political office bearers and public servants:

- Alleged meddling and interfering of political office bearers in administrative matters;
- Lack of understanding of institutional history by public functionaries;

- Lack of understanding of administrative or technical issues by the political office bearers;
- Political differences between the political office bearers and the senior public servant;
- Strong participation in political issues by the senior public servants; and
- Seizing expert power by the senior public servants through internationally misleading political office bearers, maintaining a veil of secrecy, withholding information and delaying decisions.

Beyond these, there are other experiences which are shared by various reports and also local government experts on challenges which are affecting the stability in local government in the country.

Mafunisa (2010:95) observes that another key challenge is municipal administrators who are still traditional, rule driven bureaucracies which are used in servicing the public in a responsive manner. He further highlighted what he termed a new and evolving relationship between councillors and officials, for example the introduction of the Executive Mayor, Speakers and so on.

After the poor performance in the 2016 Local Government elections by the African National Congress, a number of issues dominated the public discourse, some which might pose serious challenge to local government. Chief among them is the issue of internal party conflict and complacence on corruption, arrogance and social distance. These issues are perceived to be highly prevalent in local government hence the loss of the ANC in major cities such as Cape Town, Tshwane, Nelson Mandela Bay and Johannesburg metro. Whether these reasons exist or they are just perceptions, the reality is that it is how some sections of the society view local government. If these factors were to be true, it means local government is faced with another dynamics which might affect its functionality and ultimately impact on the political-administrative interface.

CHAPTER THREE
RESEARCH METHODOLOGY AND DESIGN

3.1 INTRODUCTION

Chapter one of this research has dealt with presenting the broad overview of the study, with the background, objectives of the study, justification of the study, research questions. Chapter Two presented a literature review. Chapter Three addresses the research methodology and design. Further, it details the comprehensive research plan that will guide the study.

3.2 RESEARCH APPROACHES AND PARADIGM

The term 'paradigm' originated from the Greek word, which means patterns and was first used by Kuhn in 1962, to denote a conceptual framework shared by a community of scientists which provided them with a convenient model for examining problems and finding solutions. Kuhn (1977: 10) defines a paradigm as "an integrated cluster of substantive concepts, variables and problems attached with corresponding methodology approach and tools." According to him, the term refers to a research culture with a set of beliefs, values, and assumptions that a community of researchers has in common regarding the nature and conduct of research (Kuhn, 1977). Others such as Olsen, Lodwick and Dunlop (1992:16) have defined paradigm as patterns, structure and framework or system of scientific and academic ideas, values and assumptions.

Ndudula (2013:31) argues that a paradigm is a world view, a general perspective, a way of breaking down complexity of the real world. He further says paradigm is an approach, methods or techniques used in executing certain specific tasks. There are two main classes of approaches, namely, quantitative and qualitative approaches. For the purposes of this study, the quantitative approach was used.

3.2.1 Quantitative Research Method

Kumar (2014:14) contends that quantitative research methodology is founded on the philosophy of rationalism; it follows a predetermined set of procedures to quantify the extent of variation in a phenomenon. Its emphasis the measurement of variables and the objectivity of the research process; it believes in substantiation on the basis of a large sample size, gives importance to the validity and reliability of findings, and communicates findings in an analytical and aggregate manner, drawing conclusions and inferences that can be generalised.

Quantitative research generally emphases quantification in the collection and analysis of data as a research strategy. It is deductive and objective and incorporates a natural science model of the research process. Quantitative research can also be construed as a research strategy that emphasizes statistical procedures in the collection and analysis of data with a view that reality can be controlled. It entails a deductive approach to the relationship between theory and research, in which the accent is placed on the testing of theories. It has incorporated the practices and norms of the natural scientific model and of positivism in particular, and embodies a view of social reality as an external, objective reality (Bryman, 2008:36). Moreover, quantitative research is also associated with analytical research, and the purpose is to arrive at a universal statement (Mouton, 1983:128).

In a quantitative research methodology, the researcher assigns statistics to observation or research study. The research is underpinned by a distinctive theory as to what should pass as warrantable knowledge in the course of finding answers (Bryman, 1984:77). According Brynard and Hanekom (1997:29), the quantitative research method requires experiments and surveys to describe and explain phenomenon. In addition, techniques such as observation, pilot studies, quantitative analysis and questionnaires may be included to derive appropriate answers. Definitions of quantitative research design are complicated by the fact that this term is often used to identify the experimental design reflecting the arrangement of independent and dependent variables associated with data collection in research (Creswell, 2014:150).

3.2.2 Qualitative Research Method

Qualitative research, in contrast, is a means of exploring and understanding the meaning individuals or groups ascribe to a social or human problem. This process of research involves emerging questions and procedures, data is typically collected in the participant's setting, data analyses inductively build from the particular to general themes, and the researcher makes interpretations of the meaning of the data. The final written report has flexible structures (Creswell, 2014:4).

Creswell (2014:29) also identified the following characteristics of a qualitative approach: emerging methods, open-ended questions, interview data, data observation, document data, and audio-visual data, text and image analysis and themes, patterns interpretations.

Table 3.1: Advantages and Disadvantages of Qualitative and Quantitative Research

Qualitative Research	
Advantages	**Disadvantages**
Provides detailed perspectives of a few people.	Has limited generalisation.
Captures the voices of participants.	Provides only soft data (not hard data, such as numbers).
Allows participants' experiences to be understood in context.	Studies few people.
	Is highly subjective.
Is based on the views of participants, not of the researcher.	Minimizes use of researcher's expertise due to reliance on participants.
Appeals to people's enjoyment of stories.	
Quantitative Research	
Advantages	**Disadvantages**
Draws conclusions for large numbers of people.	Is impersonal, dry.
Analyses data efficiently.	Does not record the words of participants.
Investigates relationships within data.	

Examines probable causes and effects. Controls bias.	Provides limited understanding of the context of participants.
Appeals to people's preference for numbers.	Is largely researcher-driven

Source: Adapted from Creswell (2014)

3.3 STUDY SITE

Ndwedwe Local Municipality lies parallel to, and approximately 20 kilometres inland from, the KwaZulu-Natal coast. The municipality consists mainly of poor black communities whose live-hoods depend on subsistence farming. Located in relatively close proximity to the major urban and economic developments, the area has remained substantially underdeveloped, disadvantaged and poor. External access and internal linkage are substantially limited to east-west roads, while north-south links are few and of poor quality (Ndwedwe Integrated Development Plan, 2018/2019).

Figure 3.1: Map of Ndwedwe

Source: Ndwedwe Integrated Development Plan (2018/2019)

Ndwedwe Local Municipality falls under the iLembe District Municipality, which shares the boarders with eThekwini and uThungulu district municipalities. Ndwedwe is located

under the iLembe District, which incorporates KwaDukuza, Mandeni, Maphumulo and Ndwedwe. Much of Ndwedwe Municipality's detailed planning for the future depends on the strategies yet to be developed for the iLembe District Municipality. However, the key short-term objectives that have been identified for Ndwedwe are strongly focused on the provision of basic infrastructure and service to a population that is severely lacking these facilities (Ndwedwe Integrated Development Plan, 2018/2019).

The urban areas are found only in KwaDukuza Local Municipality to the eastern part of Ndwedwe Local Municipality along the R102. The municipality is characterized mainly by the disadvantaged areas. The main land uses are the primary and secondary education facilities, hospitals, community health facilities, the clinic, community halls, administration offices, sport fields and police station (Ndwedwe Integrated Development Plan, 2018/2019).

The majority of people, approximately 92 percent, are Zulu speaking, and most of them do not have decent income. This means that the majority of families are heavily reliant on the government's social grants to sustain a living. The level of unemployment and illiteracy is high in the area, which also results in low productivity by the locals. Now-a-days, unemployment goes hand-in-hand with the low levels or absence of skills development and Ndwedwe local municipality is no exception (Ndwedwe Integrated Development Plan, 2018/2019).

3.4 TARGET POPULATION

Target population referrers to individuals who are going to be part of a study. Cox (2013) in Ndudula (2003:32) argues that target population is the entire set of units for which the survey data are to be used to make inferences. Thus, the target population defines those units for which the findings of the survey are meant (the size of the population), if size can be determined, and the means of identifying individuals in the population. Establishing study objectives is the first in designing a survey (Creswell (2014:152). Defining the target population should be the second step. Target populations must be specifically defined, as the definition determines whether sampled cases are eligible or ineligible for the survey. Creswell (2014:152) is of the view that a researcher must identify the population in the study, and also state the size of the

population, if the size can be determined, and the means of identifying individuals in the population.

This study focused on Ndwedwe Local Municipality and is composed of political leadership who formed the council. There are also office bearers who are elected among the political leadership (mayor, deputy mayor, speaker and other councillors). The mayor and the speaker were among those that were interviewed as they mostly interface with the administration. The study also targeted also the municipal manager, who is the accounting officer and the head of the administration.

3.5 SAMPLING

For the quantitative research approach, respondents were selected using a probability sampling method in which selection is by chance, using the principles of random sampling (Sarantakos, 2005). In particular, the stratified sampling method was used in which the researcher divided the target population into different strata or subgroups such as Executive, Managers, Operational staff and political office-bearers (mayor and councillors). In this case the researcher selected people within Ndwedwe local municipality who would add value to the study through their knowledge and experience in local government.

3. 6 SAMPLE STRATEGY

According to Babbie and Mouton (2001) in Ndudula (2003:33), the main purpose of sampling is to make generalisations to people and events that they have not been observed. They posit that a sample is a specific subset of a population observed in order to make inferences about the nature of the total population itself. Ndudula (2003:34) further describes sampling as a process of selecting a few cases from a bigger group to become the basis for estimating or predicting the prevalence of an unknown piece of information.

3.7 DATA COLLECTION METHODS

Data collection is the process of gathering and measuring information on targeted variables in an established systematic fashion, which then enables one to answer relevant questions and evaluate outcome. Creswell (2014:178) argues that this process involves identifying the purposefully selected sites or individuals for the proposed study. Creswell (2014:178) states that data collection steps include setting the boundaries for the study, collecting information through unstructured or semi-structured observations and interviews, documents and visual material, as well as establishing the protocol for recording information. In the main, this includes observations by the researcher, conducting interviews, interrogating documents/reports, questionnaires and audio-visual material. In this study, data was collected through questionnaires.

Empirical data was collected through questionnaires. A questionnaire was devised and sent to all respondents; furthermore, documents were interrogated to understand better the issue of the political administrative interface at Ndwedwe local municipality.

Table 3.1: Key important stages and strategies in research

Interviews	Face to face – one-on-one – in person interview
	Telephone-researcher conduct interviews by phone
	Focus group – researcher interviews participants in a group
	Email internet interview
Observations	Complete participation – researcher conceals role
	Observer as participant – role of researcher I known

	Participant as observer – observation role secondary to participant role
	Complete observes – researcher observes without participating
Documents	Public documents, such as minutes if meetings, or newspapers
	Private documents, such as journals, dairies or letters
Audio – visual material	Photographs
	Videotapes
	Art objects
	Computer software
	Film
Questionnaires	List of questions to respondents

Source: Creswell (2014:198)

3.8 ETHICAL CONSIDERATIONS

Creswell (2014:198) argues first and foremost, that the researcher has an obligation to respect the rights, values and desire of the informant(s). Utmost consideration was made to protect all responded and participants in the study. Creswell (2014:198) went further to say the researcher must be mindful that the researcher is about people, therefore they must be protected. The researcher also needs to develop trust with the research participants.

All respondents in this study are protected and their names and details are not divulged. The issue of confidentiality was very sensitive in this research especially because, at times, the relationship between politicians and administrators was noted as very complex. At times one could clearly sense that the challenges of interface between the two had escalated at personal level. Some of the documents interrogated, especially from the Department of Cooperative Governance and Traditional Affairs, are very confidential because some of matters that are still subjected to further investigation, while other matters could still be challenged at court.

3.8.1 Informed Consent

In this study, those who were involved were all informed of the nature of the study and agreed to participate. Usually this is done to ensure the consent of those participating in the study. Informed consent means that subjects are well informed about the study, the potential risks and benefits. All participants signed an informed consent form and a gatekeeper's letter was signed and approved in May 2016 by Ndwedwe Municipality. Creswell (year) submits that the researcher must not put participants at risk and vulnerable populations must be respected. Here are the key basis points that the consent form should include (Sarantakos, 2005, in Creswell, 2014:196):

- Identification of the researcher;
- Identification of the sponsoring institution;
- Identification of how participants were selected;
- Identification of the purpose of the research;
- Identification of the benefits for participation;
- Notation of risks to the participant, and
- Assurance that the participant can withdraw at any time.

3.8.2 Confidentiality

Confidentiality is about ensuring that all sensitive information received is treated confidentially. Babbie (2001) in Ndudula (2013:37) mentions that no matter how sensitive the information, ethical researchers protect the rights to privacy by guaranteeing anonymity or confidentiality. He further says that researchers should be careful not to invade privacy. All participants in this study were assured of the confidentiality of data they provided during responses to questionnaires and interview sessions.

3.8.3 Avoidance of Harm

This is to ensure that no harm is caused to all those who participated in the study. Even though researchers have argued that there are few chances of causing physical harm in quantitative research, there is a need to ensure that no harm emanates from the research to the participants. No harm was caused to the participants involved in this study.

Ndudula (2017:38) highlights steps which need to be followed to avoid harm, as follows:

- By asking participants to reveal information that would embarrass them or endanger their home life, friendship and jobs;
- By asking participants to reveal deviant behaviours, attitudes they feel are unpopular, or demeaning personal characteristics such as how income, the receipt of welfare payment, and the like. This has the potential of harming participants psychologically;
- By forcing participants to face some aspects of themselves that they do not normally consider. A certain past behaviour that may appear unjust or immoral could be a source of counting personal agony for the participants; and
- Through the analysis and reporting that violated the participant's right of privacy and possibly even exposes them to retribution or punishment.

3.9 DATA ANALYSIS

For the purposes of this study, two data analysis methods have been identified and are to be used, inferential statistics, which is inference about a population drawn from random samples drawn from it, or more generally about a random process from its observed behaviour during a finite of time, and descriptive statistics, which describe the basic features of the data in the study. The methods provide simple summaries about the sample and the measures together with sample graphic analysis. They form the basis of virtually every analysis of quantitative data. Various techniques that are commonly used are classified as graphical descriptions in which the research use graphs to summarise data. The researcher analysed the descriptive information collected using a biographical questionnaire, frequency distributions or cumulative frequency distribution and illustrations of bar charts and pie charts, with the aid of Statistical Package for the Social Sciences (SPSS) programme. This is a very powerful tool in quantitative data analysis. SPSS was used to analyse biographical data of the participants.

Chapter Two focused on reviewing the literature which is part of interrogating the existing literature on the subject. The literature review focused on the inception of

Public Administration and models guiding the relationship between politics and administration, legislative framework in local government, political administration interface in local government in South Africa and challenges facing political-administrative interface. These chapters have provided much needed insight into the challenges of political-administrative interface in local government in South Africa.

3.10 CONCLUSION

This chapter is the "backbone" of this research as it covers many important aspects included in the research design and methodology. It dealt with the research paradigm, quantitative research methodology, sample strategy, sample population, sample size, data collection methods and ethical issues. This was instrumental in the formulation of a proper approach towards digging deeper into the issue of political-administrative interface. This chapter provided insight into key elements that were utilized in achieving the objectives of the research. The next chapter discusses data presentation, analysis and interpretation.

CHAPTER FOUR

DATA PRESENTATION AND INTERPRETATION OF FINDINGS

4.1 INTRODUCTION

This chapter presents the results and discuss the findings obtained from the questionnaires in this study. The questionnaire was the primary tool that was used to collect data and was distributed to councillors and managers at Ndwedwe Local Municipality. The data collected from the responses was analysed with SPSS version 24.0. The results will present the descriptive statistics in the form of graphs, cross tabulations and other figures for the quantitative data that was collected. Inferential techniques include the use of correlations and chi square test values, which are interpreted using the p-values.

4.2 THE SAMPLE

In total, 25 questionnaires were despatched and 20 (15 Councillors and 5 Managers) were returned, which gave an 80 % response rate.

4.3 THE RESEARCH INSTRUMENT

The research instrument consisted of 21 items, with a level of measurement at a nominal or an ordinal level. The questionnaire was divided into 2 sections which measured various themes, as illustrated below:

1   Biographical data

2   Perceptions regarding the functioning of the municipality and the application
    of administrative systems in a local municipality

4.4 RELIABILITY OF THE STATISTICS

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

Table 4.1: Cronbach's alpha score for all the items that constituted the questionnaire

	Number of Items	Cronbach's Alpha
Definition of role and understanding the separation of power between administration and politics	3	0.846
Separation of role and its impact on service delivery	3	0.789
Mechanism for political administrative interface	3	0.861
Role of Public participation in advancing political-administrative interface	6	0.966

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

4.5 FACTOR ANALYSIS

Why is factor analysis important?

Factor analysis is a statistical technique whose main goal is data reduction. A typical use of factor analysis is in survey research, where a researcher wishes to represent a number of questions with a small number of hypothetical factors. For example, as part of a national survey on political opinions, participants may answer three separate questions regarding environmental policy, reflecting issues at the local, state and national level. Each question, by itself, would be an inadequate measure of attitude towards environmental policy, but *together* they may provide a better measure of the attitude. Factor analysis can be used to establish whether the three measures do, in fact, measure the same thing. If so, they can then be combined to create a new

variable, a factor score variable that contains a score for each respondent on the factor. Factor techniques are applicable to a variety of situations. A researcher may want to know if the skills required to be a decathlete are as varied as the ten events, or if a small number of core skills are needed to be successful in a decathlon. You need not believe that factors actually exist in order to perform a factor analysis, but in practice the factors are usually interpreted, given names, and spoken of as real things.

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

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

Table 4.2: KMO and Bartlett's Test

	Kaiser-Meyer-Olkin Measure of Sampling Adequacy	Bartlett's Test of Sphericity		
		Approx. Chi-Square	df	Sig.
Definition of role and understanding the separation of power between administration and politics	0.652	32.062	3	0.000
Separation of role and its impact on service delivery	0.551	19.904	3	0.000
Mechanism for political administrative interface	0.673	28.287	3	0.000
Role of Public participation in advancing political-administrative interface	0.716	100.680	15	0.000

All of the conditions are satisfied for factor analysis.

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

Table 4.3: Rotated Component Matrix

Component Matrix[a]	
Definition of role and understanding the separation of power between administration and politics	Component
	1
I am aware of the importance of political and administrative systems in my municipality.	0.933
The municipal council always makes an effort to inform all the officials of changes in administrative systems.	0.779
There is a clear separating line between politicians and officials.	0.940
Extraction Method: Principal Component Analysis.	
a. 1 components extracted.	

Component Matrix[a]	
Separation of role and its impact on service delivery	Component
	1
The new administrative systems have made governance in the municipality easy.	0.930
The clear separation of responsibilities will improve service delivery.	0.514
The separation of responsibilities between politicians and officials are designed to enhance service delivery.	0.930
Extraction Method: Principal Component Analysis.	
a. 1 components extracted.	

Component Matrix[a]	
Mechanism for political administrative interface	Component
	1
The municipality has policies and strategies to address the interface of political-administrative challenges.	0.927
The current political leadership and administration have established a fully functional governance system.	0.927
The municipal council gives feedback the members of the community.	0.798
Extraction Method: Principal Component Analysis.	
a. 1 components extracted.	

Component Matrix[a]	
Role of Public participation in advancing political – administrative interface	Component
	1
The officials and councillors are accessible to all members of the community.	0.859
Members of the community are also allowed to assess the functioning of the municipality.	0.859

The councillor always informs the community about decisions taken at municipal council.	0.847
The councillor always informs the community of all programmes and projects that will be undertaken in the ward.	0.747
My municipality always encourages community participation in decision-making.	0.904
The councillor always encourages community participation in the formulation of ward budget.	0.913
Extraction Method: Principal Component Analysis.	
a. 1 components extracted.	

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

- The principle component analysis was used as the extraction method, and the rotation method was Varimax with Kaiser Normalization. This is an orthogonal rotation method that minimizes the number of variables that have high loadings on each factor. It simplifies the interpretation of the factors.

- Factor analysis/loading show inter-correlations between variables.

- Items of questions that loaded similarly imply measurement along a similar factor. An examination of the content of items loading at or above 0.5 (and using the higher or highest loading in instances where items cross-loaded at greater than this value) effectively measured along the various components.

The statements that constituted all sections loaded perfectly along a single component. This implies that the statements that constituted these sections perfectly measured what it set out to measure.

In addition, the communalities are given below.

Communalities		
Definition of role and understanding the separation of power between administration and politics	Initial	Extraction
I am aware of the importance of political and administrative systems in my municipality.	1.000	0.870
The municipal council always makes an effort to inform all the officials of changes in administrative systems.	1.000	0.606
There is a clear separating line between politicians and officials.	1.000	0.884
Extraction Method: Principal Component Analysis.		

Communalities		
Separation of role and its impact on service delivery	Initial	Extraction
The new administrative systems have made governance in the municipality easy.	1.000	0.864
The clear separation of responsibilities will improve service delivery.	1.000	0.265
The separation of responsibilities between politicians and officials are designed to enhance service delivery.	1.000	0.864
Extraction Method: Principal Component Analysis.		

Communalities		
Mechanism for political administrative interface	Initial	Extraction
The municipality has policies and strategies to address the interface of political-administrative challenges.	1.000	0.858
The current political leadership and administration have established a fully functional governance system.	1.000	0.858
The municipal council gives feedback the members of the community.	1.000	0.637
Extraction Method: Principal Component Analysis.		

Communalities		
Role of Public participation in advancing political-administrative interface	Initial	Extraction
The officials and councillors are accessible to all members of the community.	1.000	0.738
Members of the community are also allowed to assess the functioning of the municipality.	1.000	0.738
The councillor always informs the community about decisions taken at municipal council.	1.000	0.718
The councillor always informs the community of all programmes and projects that will be undertaken in the ward.	1.000	0.557
My municipality always encourages community participation in decision-making.	1.000	0.818

The councillor always encourages community participation in the formulation of ward budget.	1.000	0.833
Extraction Method: Principal Component Analysis.		

The extraction values are all high in each section, except for "The clear separation of responsibilities will improve service delivery" (0.265).

This shows the strong correlation of the statements to the sections to which they belong.

4.6 QUANTITATIVE ANALYSIS
Section A: Biographical Data

This section summarises the biographical characteristics of the respondents.

Table 4.4: Overall gender distribution by age

Combined Group			Gender		Total
			Male	Female	
Age (in years)	18 - 25	Count	0	1	1
		% within Age (in years)	0.0%	100.0%	100.0%
		% within Gender	0.0%	10.0%	5.0%
		% of Total	0.0%	5.0%	5.0%
	26 - 35	Count	1	2	3
		% within Age (in years)	33.3%	66.7%	100.0%
		% within Gender	10.0%	20.0%	15.0%
		% of Total	5.0%	10.0%	15.0%
	36 - 45	Count	6	2	8
		% within Age (in years)	75.0%	25.0%	100.0%
		% within Gender	60.0%	20.0%	40.0%
		% of Total	30.0%	10.0%	40.0%
	46 - 55	Count	2	4	6
		% within Age (in years)	33.3%	66.7%	100.0%
		% within Gender	20.0%	40.0%	30.0%
		% of Total	10.0%	20.0%	30.0%
	56 - 65	Count	1	1	2
		% within Age (in years)	50.0%	50.0%	100.0%
		% within Gender	10.0%	10.0%	10.0%
		% of Total	5.0%	5.0%	10.0%

Total	Count	10	10	20
	% within Age (in years)	50.0%	50.0%	100.0%
	% within Gender	100.0%	100.0%	100.0%
	% of Total	50.0%	50.0%	100.0%

Overall, the ratio of males to females is 1:1 (50.0%:50.0%). Within the age category of 36 to 45 years, 75.0% were male. Within the category of males (only), 60.0% were between the ages of 36 to 45 years. This category of males between the ages of 36 to 45 years formed 30.0% of the total sample. The figures below are for the variables done separately.
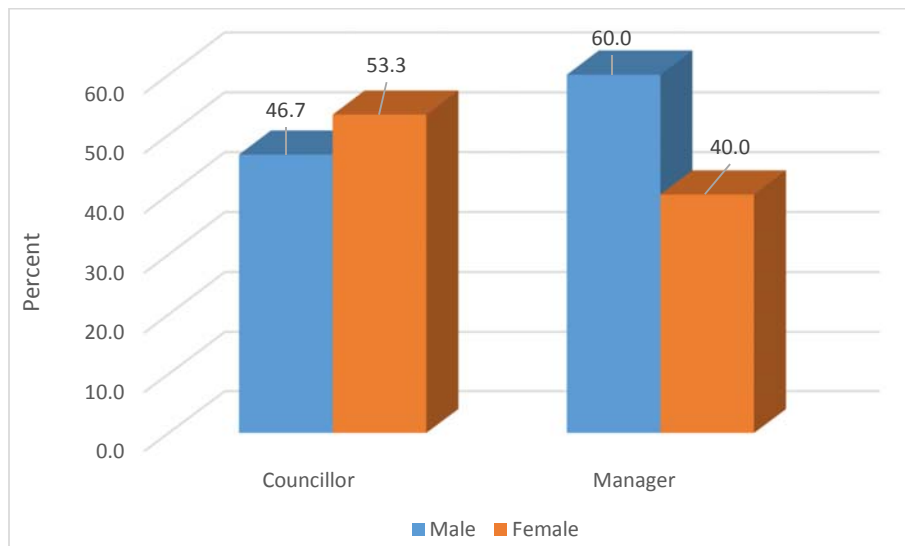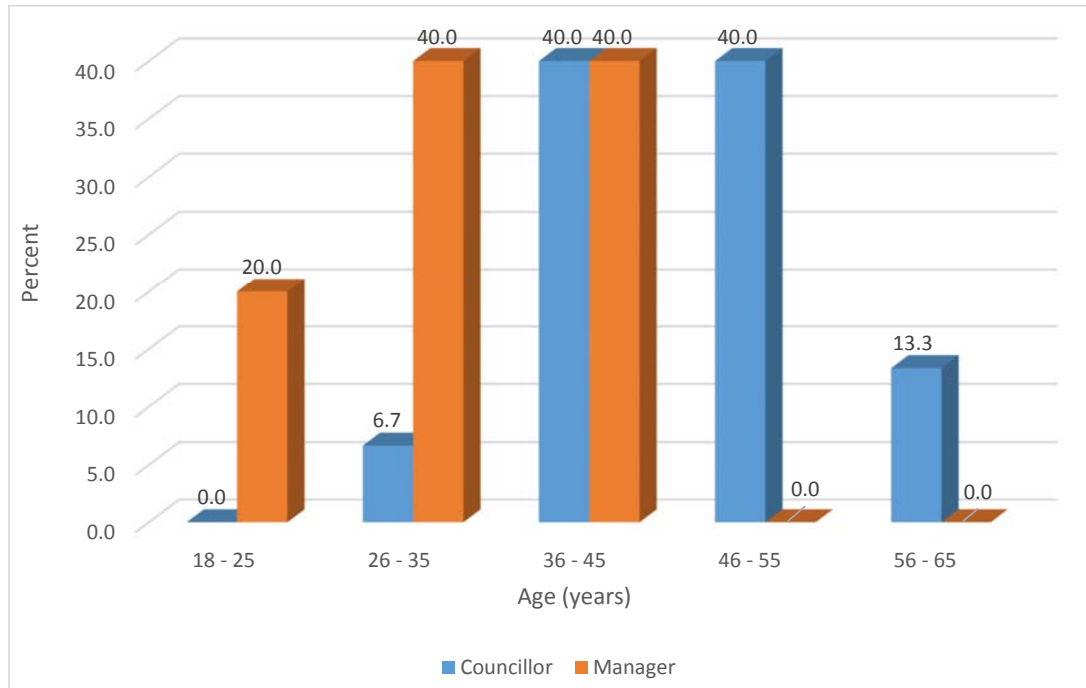
Figure 4.1: Gender

Figure 4.2: Employment status

The figure below indicates the employment status of the respondents. Between the age of 12-25, only 0.0 percent were councillors and 20 percent were managers. Between the age of 26-32, only 6.7 percent are councillors and 40 percent are managers. Between the age of 36-45, councillors were only 40 percent while managers were also 40 percent. Between the age of 46-55, councillors were only 40 percent and 0.0 percent are managers. In the age of 56-65, councillors are 13.3 percent and 0.0 percent are managers.
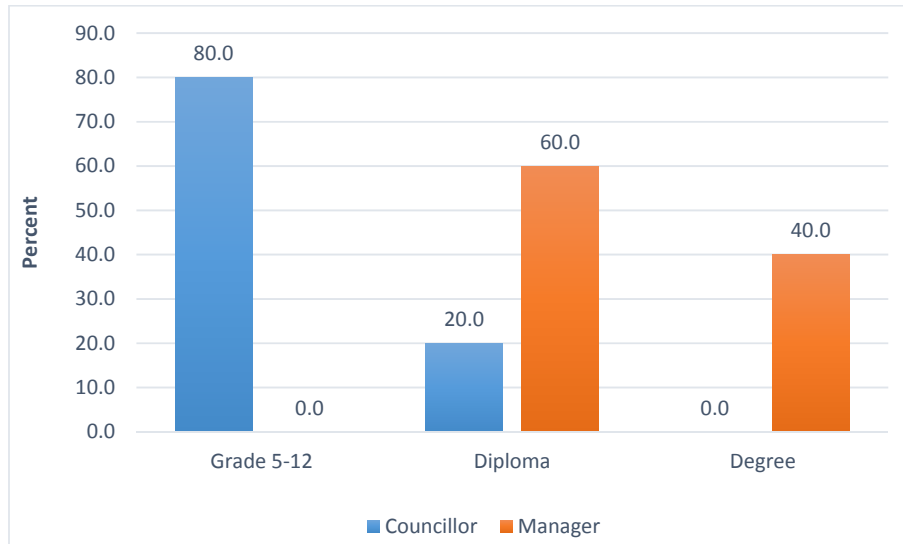
Figure 4.3: Employment status of the respondents
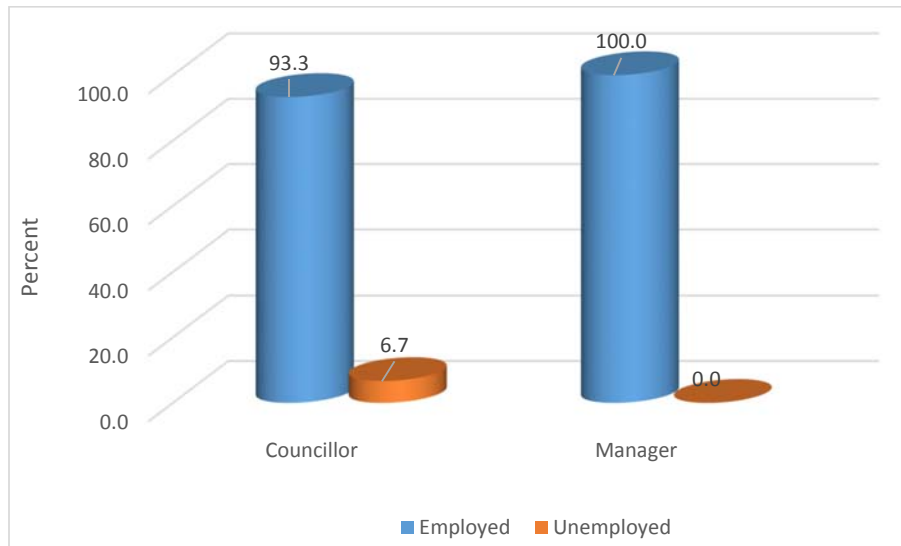
All but 1 Councillor was employed. All managers were employed by the municipality.

The figure below indicates the education levels of the respondents.

Figure 4.4: Education levels

It was noted that Managers had higher qualifications than Councillors. Only 20% of the Councillors had a Diploma with the remaining number having at most a school education. All of the Managers had a post-school qualification. The difference between the groups regarding education was significant (p = 0.002).

This is a useful statistic as it indicates that a fair proportion of the Management respondents have a higher qualification. This indicates that the responses gathered would have been from an informed (learned) source.

Section Analysis

The section that follows analyses the scoring patterns of the respondents per variable per section.

The results are first presented using summarised percentages for the variables that constitute each section.

Results are then further analysed according to the importance of the statements.

Section B

This section deals with the definition of role and understanding the separation of power between administration and politics.

Table 4.5: Scoring patterns.

		Group																				
		Councillor										Manager										Fisher's Exact
		Strongly Agree		Agree		Neither Agree or Disagree		Disagree		Strongly Disagree		Strongly Agree		Agree		Neither Agree or Disagree		Disagree		Strongly Disagree		
		Count	Row N	Count	Row N	Count	Row N	Count	Row N	Count	Row N	Count	Row N	Count	Row N	Count	Row N	Count	Row N	Count	Row N	p-value
I am aware of the importance of political and administrative systems in my municipality.	B1	14	93.3%	0	0.0%	1	6.7%	0	0.0%	0	0.0%	5	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1.000
The municipal council always makes an effort to inform all the officials of changes in administrative systems	B2	4	26.7%	10	66.7%	1	6.7%	0	0.0%	0	0.0%	5	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0.016
There is a clear separating line between politicians and officials.	B3	12	85.7%	1	7.1%	1	7.1%	0	0.0%	0	0.0%	5	100.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1.000

57
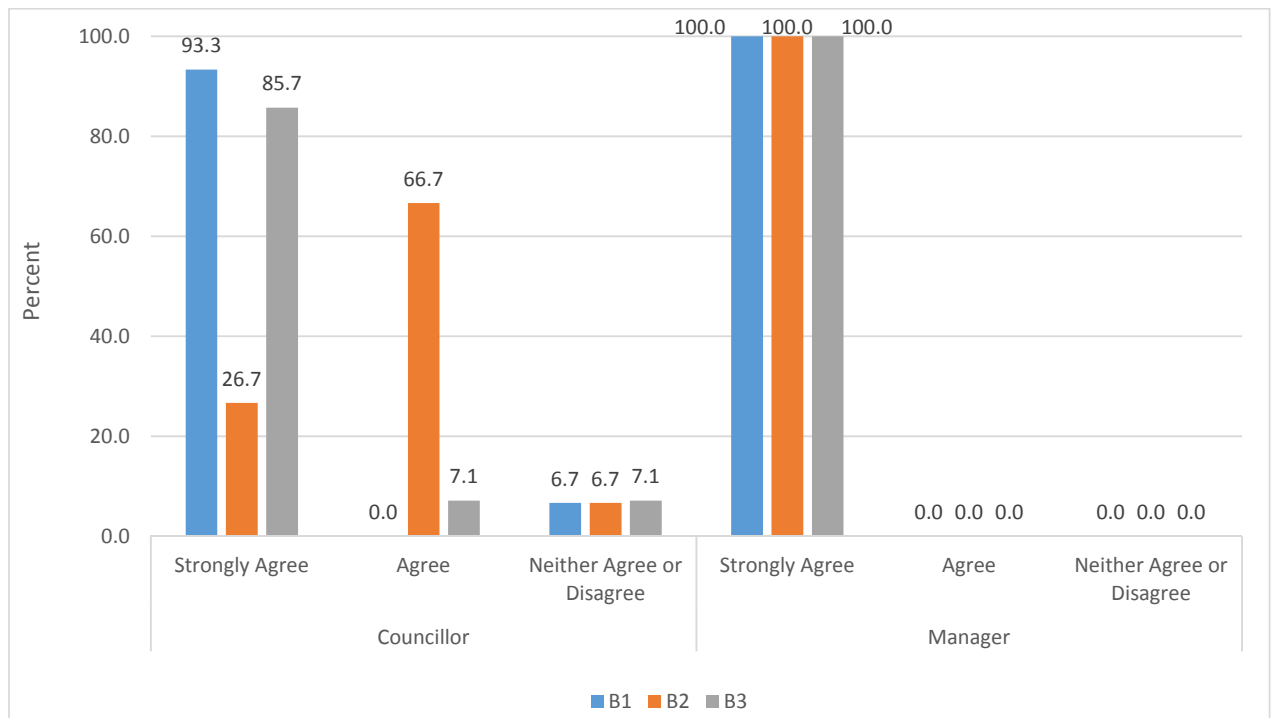
Figure 4.5: Scoring patterns

Section A

Category	Statement	count	1	2	3	4
Councillors	I am aware of the importance of political and administrative system in my municipality	15	93.3	0.0	6.7	0.0
Councillors	The municipality always makes an efforts to	15	26	66	6.7	00.0

	inform all officials of changes in administration sytem					
Councillors	There is a clear separating line between politiians and officials	14	85.7	7.1	7.1	00.00

Section B

Category	Statement	Count	1	2	3	4
Managers	I am aware of the importance of political and administrative system in my municipality	5	100	00.00	00.00	00.00
Managers	The municipal council always makes an efforts to inform all officials of	5	100.00	00.00	00.00	00.00

	changes in the administration system					
Managers	There is a clear seperating line between politics and officials	5	100.00	00.00	00.00	00.00

The following patterns are observed:

- Some statements show (significantly) higher levels of agreement while other levels of agreement are lower (but still greater than levels of disagreement)
- There are no statements with levels of disagreement
- The significance of the differences is tested and shown in the table.

Managers show complete agreement with the statements whilst Coucillors show patterns of variation

To determine whether the scoring patterns per statement were significantly different per option, a Fisher's Exact test was done. The null hypothesis claims that similar numbers of respondents scored across each option for each statement between Councillors and Management. The alternate states that there is a significant difference between the levels of agreement and disagreement.

The results are shown in the table.

The highlighted values (p-values) are less than 0.05 (the level of significance), which implies that the distributions were not similar between Councillors and Managers. That is, the differences between the way respondents scored (agree, uncertain, disagree) were significant.

It is clear to see that while Managers scored 100% for B2, there were varying patterns for Councillors. Hence, there is a difference in the patterns between Councillors and Managers, and this difference is significant (p = 0.016).

Hypothesis Testing

The traditional approach to reporting a result requires a statement of statistical significance. A p-value is generated from a test statistic. A significant result is indicated with "p < 0.05". These values are highlighted with an *.

A second *Chi square test* was performed to determine whether there was a statistically significant relationship between the variables (rows vs columns).

The null hypothesis states that there is no association between the two. The alternate hypothesis indicates that there is an association.

The table summarises the results of the *chi square tests*.

For example: The p-value between "Occupation" and "There is a clear separating line between politicians and officials" for Councillors is 0.001. This means that there is a significant relationship between the variables highlighted in yellow. That is, the occupation of the respondent did play a significant role in terms of how respondents viewed the separating line between politicians and officials.

All values without an * (or p-values more than 0.05) do not have a significant relationship.

Correlations

Bivariate correlation was also performed on the (ordinal) data. The results are found in the discussions above. The results indicate the following patterns.

Positive values indicate a directly proportional relationship between the variables and a negative value indicates an inverse relationship. All significant relationships are indicated by a * or **.

For example, the correlation value between "The municipal council always makes an effort to inform all the officials of changes in administrative systems" and "The new administrative systems have made governance in the municipality easy" is <mark>0.740</mark>. This is a directly related proportionality. Respondents indicate that the more officials are made aware of changes in administrative systems, the easier governance is in the municipality, and vice versa.

4.7 CONCLUSION

It is clear from the response received that only a few Councillors have educational qualifications but most claim to understand the difference between what and what, and how relations should be structured between politicians and administrators. Judging by the level of education qualification, and with councillors less educated than administrative officials. It is not clear if they are able to interpret and give proper context to the legislative framework that exists within the local government sphere, especially legislation governing the relationship between politicians and councillors. The statements from councillors show patterns of variation, which might reflect different understandings and interpretations, even though the views are not contrasting. Management, who are part of the administration, by this report seems to agree with most of the statements. The officials are at the coalface of service delivery and the understanding of the role between them and politicians is essential to advance service delivery.

CHAPTER FIVE
CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This study examined in detailed the relationship between politics and administration in local government, with specific reference to Ndwedwe local municipality. It is evident that the two can co-exist mutually and to the benefit of people and the institution they are serving. This study used in-depth questionnaires to interrogate critical role players in the field of local government and documents were also engaged as part of understanding the complexity of the relationship between politics and administration. If politics and administration co-exist, they can complement one another and will be able to produce envisaged service delivery results and build municipalities as centres of excellence. This study used a quantitative method in analysing the data, mainly because it had to derive deeper understanding of issues, perceptions, attitudes, factors and underlying reasons that affect the relationship between these two inter-related functions (politics and administration). This study has detailed the research process and core of the subject, reaching conclusions which are summarized in this section. Recommendations are also made in this concluding chapter.

5.2 OBJECTIVES OF THE STUDY

The research objectives of the study were:
- To understand how politicians and administrators relates and interface in Ndwedwe Local Municipality;
- To establish what causes a breakdown or a collapse of relationship between politics and administration in Ndwedwe Local Municipality;
- To explore mechanisms and systems that are placed to avert possible conflict between political role players and administrators in Ndwedwe Local Municipality; and
- To analyse and assess the impact of the political-administrative dichotomy in relation to service delivery in Ndwedwe Local Municipality.

5.3 RESEARCH QUESTIONS

The study attempted to answer the following key research questions:

- What is the level of politics–administrative interface taking place in Ndwedwe Local Municipality?
- What are the causes of a breakdown or a collapse of relationship between politics and administration in Ndwedwe Local Municipality?
- What mechanisms and systems are in place to avert possible conflict between political role players and administrators in Ndwedwe Local Municipality?
- What is the impact of the political-administrative dichotomy in relation to service delivery in Ndwedwe Local Municipality?

5.4 SUMMARY OF THE STUDY

Importantly, all chapters in this study contribute to a better understanding and appreciation of the need and justification for the study. These chapters are interlinked and chronologically, are aimed at understanding all the "pros and cons" involved in the political-administrative interface in local government.

Chapter One introduced the study and its justification, detailing the research questions and identified gaps, which this research intended at filling. The chapter also looked at the research objectives as guiding lines to achieve well-informed results for the study. It provided a literature review, highlighting the key findings in research and documents to be interrogated to develop a better understanding of the subject. The research design and methodology, data collection and analysis were also described.

Chapter Two dealt extensively with reviewing and interpreting relevant literature that has been developed on the relationship between politics and administration. This chapter linked various theories and practices which have been utilized to give a more meaningful understanding of the subject. It entailed interrogating findings and input made by other scholars in the field on the same or related topic. This section focused more on understanding the legislative environment involved in the local government sphere, and the existing models of public and administrative dichotomy. The chapter

also examined the relationship between politics and administration in the South African context and looked at the factors that are at play in the local government context.

Chapter Three explored and discussed the research design and methodology used to achieve the envisaged outcomes of the study. The study took the quantitative approach because it had to gain a deeper understanding of the attitude and complexities involved in the political-administrative interface. Sample methods was also developed targeting individuals or groupings, mainly councillors and senior managers in Ndwedwe local municipality, political parties, CoGTA officials and SALGA. These are in the main, sectors with direct access and impact to the nature of the study and people who are at the coalface of the political-administrative interface. Information for the study was sourced through developing questionnaires and analysing documents. Ethical clearance and the gate keepers' letters were obtained to ensure that there was no harm done against anyone participating in the study.

Chapter Four focused on analysing the data using the tools which were outlined in the previous chapter. More enlightening and empirical data was collected through responses to the questionnaire by both politicians and administrators at local government level. Insightful documents were also engaged which give a clear picture of the nature of the relationship between politics and administration at local government level. Importantly, this chapter gave tangible understanding to the topic, in terms of the challenges and also the good practices that exist within the Ndwedwe Local Municipality, to try and achieve an interface between politics and administration. This chapter is the core of the study because it is through empirical evidence collected that the study can achieve meaningful findings and recommendations.

Chapter Five, the last chapter, provided a summary of the study. It focused mainly on the findings and recommendations derived from the responses received and the data analysis. It presents the conclusions and recommendations emanating from the research.

5.5 SUMMARY OF THE FINDINGS

Based on the empirical data and observations by the researcher, the following findings were reached:

- The is in existence a political-administrative interface model currently utilized at Ndwedwe local municipality, but more effort needs to be invested in enhancing this to assist in improving municipal efficiency.

- There is a "harmonious" relationship between politics and administration at Ndwedwe local municipality, even though much needs to be done to professionalize the relationship and build trust.

- Too much politicization and factions in the ruling party (the ANC) at KwaDukuza region over the past years, has somehow affected leadership stability and consistency at Ndwedwe local municipality.

- There is somehow an element of mistrust between politics and administrators due to the involvement of officials of political structures at a local and regional level.

- Despite minor weaknesses in the political administrative interface at Ndwedwe council, the community still has confidence in the municipality and is still optimistic of its ability to deliver services.

- The majority of politicians at Ndwedwe local municipality have a very low education level, which at times might render their ability to understand the complex legislative local government environment challenging.

- Officials employed by the previous political leadership are often reluctant to speak out as they stand to be ridiculed or labelled as belonging to the previous regime and refuse to change and accept new leadership.

- There is a high vacancy rate at senior management at Ndwedwe local municipality, with the majority currently employed in an acting capacity.

5.6   RECOMMENDATIONS

After analysing the data and evidence captured in the study, the following recommendations made to the municipality, and other entities of government to improve service delivery and the political-administrative interface in local government, mainly at Ndwedwe local municipality:

- Greater emphasis should be placed on introducing minimum education levels/standards for public representative (councillors), if they are to comprehend effectively the dynamic and complex legislative environment of local government.

- Regular training (workshop and capacity building programmes) to enhance sound understanding of the legislative and guidelines should be in place to improve understanding of the separation of powers between administration and politics in local government

- The Department of Cooperative Governance and Traditional Affairs should strongly enforce the appointment of municipal managers and other senior officials based of the merit system, instead of political loyalty. This will ensure that the most suitable candidates are attracted to the local government sphere.

- An urgent need exists for amendments in the existing legislation/s to explicitly define the separation of powers between politicians and administrators in local government, taking into consideration practical realities and the fact that despite the current legislations and regulations, there are challenges and they continue to deepen.

- There should be more consistency in applying the law and code of discipline in municipalities, regardless of a dominant political faction to ensure administrative stability and coherence.

- Clear channels (professional protocols) should be developed for communicating decisions between the mayor, speaker and the municipal

manager. This must include communicating political decisions taken at a sub-regional or regional level without destabilising governance in the local government sphere.

- Urgent filling of posts at senior management level (at Ndwedwe local municipality) must be attended to, to ensure stability and efficiency in delivering services.

- SALGA needs to assess the impact of its training programmes and/or, pay more attention to improving the conduct of its leadership and the integrity of public representatives in the local government sphere.

5.7   CONCLUDING REMARKS

In the case of Ndwedwe Local Municipality, there is seemingly a political-administrative interface taking place, even though there are no clearly agreed-upon protocols which define the rules of engagement between politics and administration. It is also waiting to be seen how the current interface can be translated into an enhanced service delivery, improved stability and ultimately, better results for the downtrodden, who constitute the majority of the inhabitants. Importantly, there is an urgent need to fast-track service delivery before people lose hope or begin to doubt the capacity of the municipality to deliver these much-needed services. This relationship that exists between politics and administration remains to be translated into tangible action, where the environment is characterised by common purpose and unity. A need also exists to foster a strong relationship where administration can able engage confidently with political role players on their role, without any fear of being victimised and labelled as "disciples and loyalists" of the previous political leadership, to advance the political-administrative interface.

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Ends/

Dear Respondent,

MPA Research Project
Researcher: KH Ncalane (079 699 5755)
Supervisor: Dr TI Nzimakwe (031 260 2606)
Research Office: Ms M Snyman (031 260 8350)

I, Kwanele H NCALANE (214583921), am a Master of Public Administration (MPA) student in the School of Management, IT and Governance, at the University of KwaZulu-Natal. You are invited to participate in a research project entitled *"Assessing an Impact of Political-Administrative Interface on Service Delivery in Ndwedwe Local Municipality"*.

The aim of this study is to assess the impact of political-administrative interface on service delivery in Ndwedwe Local Municipality.

Through your participation I hope to analyse how the overlap of political and administrative processes and strategies can influence service delivery.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this research project. Confidentiality and anonymity of records identifying you as a participant will be maintained by the School of MIG, UKZN.

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

It should take you about 15 minutes to complete the questionnaire. I hope you will take the time to complete the questionnaire.

Sincerely

Investigator's signature_____ Date_____

This page is to be retained by participant

QUESTIONNAIRE TO MUNICIPAL STAFF AND COMMUNITY STAKEHOLDERS

The purpose of this questionnaire is to collect information from the identified respondents such as you. The reason for your identification is because of your involvement and significance in the assessment of Political-Administrative interface in Local Government and its impact on service delivery in Ndwedwe Local Municipality.

Demographic Analysis

You are kindly requested to provide the following information about yourself. Please tick in the appropriate box.

1. Gender

Male	
Female	

2. Age (in years)

18 to 25	
26 to 35	
36 to 45	
46 to 55	
56 to 65	
66 and above	

3. Occupation

Employed	
Unemployed	
Self-employed	

4. Position at work (if employed)

Junior staff	
Middle management	
Senior management	

5. Level of education

Below Grade 1	
Grade 1-4	
Grade 5-12	
Diploma	
Degree	

6. The following statements reflect perceptions regarding the functioning of the municipality and the application of administrative systems in a local municipality. To what extent would you agree or disagree with these statements.

1	Strongly Agree					
0	Agree					
1	Neither Agree or Disagree					
-1	Strongly Disagree					
-2	Disagree					
		1	2	0	-1	-2
6.1	I am aware of the importance of political and administrative systems in my municipality.					
6.2	The municipal council always makes an effort to inform all the officials of changes in administrative systems					
6.3	There is a clear separating line between politicians and officials.					
6.4	The new administrative systems have made governance in the municipality easy.					
6.5	The clear separation of responsibilities will improve service delivery.					
6.6	The separation of responsibilities between politicians and officials are designed to enhance service delivery.					
6.7	The municipality has policies and strategies to address the interface of political-administrative challenges.					
6.8	The current political leadership and administration have established a fully					

	functional governance system.					
6.9	The municipal council gives feedback the members of the community.					
6.10	The officials and councillors are accessible to all members of the community.					
6.11	Members of the community are also allowed to assess the functioning of the municipality.					
6.12	The councillor always informs the community about decisions taken at municipal council.					
6.13	The councillor always informs the community of all programmes and projects that will be undertaken in the ward.					
6.14	My municipality always encourages community participation in decision-making.					
6.15	The councillor always encourages community participation in the formulation of ward budget.					
6.16	I have trust in the politicians (councillors) and municipal officials in terms of service delivery.					

NDWEDWE LOCAL MUNICIPALITY
UMASIPALA WASE NDWEDWE

Our Ref: MM

Date: 11 May 2016

Attention: Mr Kwanele Ncalane
University of KwaZulu Natal
Student No 214583921

Dear Sir

RE: REQUEST FOR RESEARCH ETHICAL CLEARANCE LETTER

We refer to the above matter.

We wish to confirm that the municipality does not have any objection to the research for purposes of your academic studies being conducted in our area of jurisdiction.

We will try to support you whenever possible to gather information required for your research.

We wish you all the best in your academic endeavors.

Yours faithfully

T CIBANE
MUNICIPAL MANAGER

Attention : **Municipal Manager (Ndwedwe Local Municipality)**

Date : **10 May 2016**

Subject : **Request for research Ethical Clearance letter**

Good day

Please receive my humble greetings.

This letter serves as my official request to solicit approval from Ndwedwe Local Municipality to conduct research, using this municipality as a case study.

My name is Kwanele Ncalane (Student number: 214583921) I am currently enrolling my Master's Degree in Public Administration at the University of KwaZulu-Natal (Westville campus). As a rule of the second year of my studies, I am required to conduct research project.

I have chosen to focus my research on local government under the topic *"An assessment of the political-administrative interface in local government and its impact on service delivery: A case study of Ndwedwe local municipality"*

As part of my research tool, I am required to conduct research and send questioners/ interview relevant participants, who will be identified as part of the study. These will include political role players and administration staff in the municipality.

Importantly, guided by ethics, participants and all those who will be involved in the study are guaranteed confidentiality and protection. All the information obtained will only be used only for academic purposes.

If the permission is granted, I will request a letter printed on the municipality's letter head, confirming the approval. The letter can be emailed but I will also make means to collect the hard original – hard copy signed by the Municipal Manager.

I will appreciate your cooperation as it will assist in furthering my academic career.

Yours in advancing people's power through education.

Regards

Kwanele Ncalane

Masters candidate

University of KwaZulu-Natal

Student no (214 583 921)

THE WRITING STUDIO
Writing and Editing Practice

CERTIFICATE 2019/1: PROOFREADING AND EDITING OF DISSERTATION

TO WHOM IT MAY CONCERN

23 JANUARY 2019

This dissertation, entitled **INVESTIGATING THE IMPACT OF POLITICAL-ADMINISTRATIVE INTERFACE ON SERVICE DELIVERY IN NDWEDWE LOCAL MUNICIPALITY**, has been edited to ensure technically accurate and contextually appropriate use of language for a research proposal at this level of study.

Yours sincerely

CM ISRAEL, BA Hons (UDW) MA (UND) MA (US) PhD(UNH)
LANGUAGE EDITOR AND WRITING CONSULTANT
Connieisrael90@gmail.com **Mobile 082 4988166**

UNIVERSITY OF ™
KWAZULU-NATAL

INYUVESI
YAKWAZULU-NATALI

02 November 2016

Mr Kwanele Hector Ncalane (214583921)
School of Management, IT & Governance
Westville Campus

Dear Mr Ncalane,

Protocol reference number: HSS/1812/016M
Project title: Investigating the impact of Political-Administrative Interface on Service Delivery in Ndwedwe Local Municipality

Full Approval – Expedited Application

In response to your application received on 24 October 2016, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL.**

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

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

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

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

Yours faithfully

Dr Shenuka Singh (Chair)

/ms

Cc Supervisor: Professor TI Nzimakwe
Cc Academic Leader Research: Professor Brian McArhtur
Cc School Administrator: Ms Angela Pearce