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**TOWARDS A MODEL FOR IMPROVING MUNICIPAL
SERVICE DELIVERY: A COMPARATIVE STUDY OF
UMZUMBE AND RAY NKONYENI LOCAL
MUNICIPALITIES**

BY

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DECLARATION

I, Mondli Ngcobo, declare that:

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M.E Ngcobo

29/03/2021
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ABSTRACT

The majority of South African municipalities are financially distressed and cannot provide the much needed services to satisfy the daily needs of their local communities. For this reason, the state of poor service delivery in municipalities necessitates a proper model to assist local government to render services more efficiently and effectively. This study provided a comparative analysis of service delivery planning and management using the Umzumbe and Ray Nkonyeni municipalities as local case studies to identify the gaps that exist in service delivery planning for both municipalities. The aim of the study was to propose a normative model to assist in transforming service delivery systems in local government, using Umzumbe and Ray Nkonyeni municipalities as local case studies. The literature of the study focused on the strides that have been taken by smaller and rural municipalities to deliver “quality” services to their respective communities. Furthermore, the literature examined the roles of various stakeholders involved in service delivery planning. The study was guided by Public Value Theory, which argues that the entrenchment of ethical leadership and professionalism may help to promote good governance in public institutions and help to curb maladministration, fraud and corruption. The empirical data of the study was collected through mixed methodology, using quantitative surveys to collect data from communities of both municipalities. In addition, the face-to-face interviews were held with municipal functionaries in order to solicit their views and perceptions about service delivery to their indigent communities. The findings of the study documented that, while much has been done to restructure and transform South African local government, provisioning service delivery remains a critical challenge for rural municipalities. Service delivery in Umzumbe was highly affected by the shortage of financial and human resources. Lack of capacity and poor public participation were also identified as the main challenges affecting the municipality. Furthermore, the findings revealed that service delivery policies are not yet fully implemented in these two municipalities. Other challenges, such as political interference, fraud and corruption, and cadre deployment will have to be addressed in this municipalities as they affect progress. The study strongly recommended the need for the Provincial Co-operative Governance and Traditional Affairs (COGTA) and other oversight structures to capacitate municipalities and monitor their progress.

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LIST OF ACRONYMS

ANC	African National Congress
BLAs	Black Local Authorities
CBOs	Community Based Organisations
CFO	Chief Financial Officer
COGTA	Co-operative Governance and Traditional Affairs
DA	Democratic Alliance
DLG	Developmental Local Government
DPLG	Department of Provincial and Local Government
EXCO	Executive Council
EPWP	Extended Public Work Programme
HOD	Head of Department
IDP	Integrated Development Planning
IFP	Inkatha Freedom Party
LED	Local Economic Development
LGTA	Local Government Transition Act
LGTAS	Local Government Turn-Around Strategy
LGNF	Local Government Negotiating Forum
MDGs	Millennium Development Goals
MEC	Member of the Executive Council
MSA	Municipal Systems Act
NDP	National Development Plan
NGOs	Non-Governmental Organisations
NPC	National Planning Commission
NPM	New Public Management
NPOs	Non-Profit Organisations
NSDF	National Spatial Development Framework
OCA	Operation Clean Audit
PGDS	Provincial Growth and Development Strategy
PVT	Public Value Theory
PR	Proportional Representative
PMS	Performance Management Systems
RSA	Republic of South Africa

SA	South Africa
SDGs	Sustainable Development Goals
SMMES	Small Medium and Micro Enterprises
SPSS	Statistical Package for Social Sciences
STATS SA	Statistics South Africa
TPA	Traditional Public Administration
UKZN	University of KwaZulu-Natal
UN	United Nations
UNPPA	United Nation Programme of Public Administration
USCDA	uGu South Coast Development Agency
WLAs	White Local Authorities
WPTPSD	White Paper on the Transformation of Public Service Delivery

Chapter One

Introduction and Overview of the Study

1.1 Introduction

The majority of South African municipalities are financially distressed and cannot provide the much needed services to satisfy the daily needs of their local communities. For this reason, the state of poor service delivery in these municipalities necessitates a proper model to assist local government to render services more efficiently and effectively. Service delivery protests, lack of skills, fraud and corruption, and political interferences have become the norm in local government. Failure to address these challenges may compromise the implementation of the National Development Plan: (NDP): Vision 2030 that seeks to empower South African communities and alleviate their levels of poverty. This study provides a comparative analysis of service delivery planning and management using the Umzumbe and Ray Nkonyeni municipalities as local case studies to identify the gaps that exist in service delivery planning for both municipalities. This introductory chapter provides an introduction and overview of the study. More specifically, it outlines the research problem, objectives for pursuing this study, and key questions. The chapter then highlights the literature and methodological approach adopted in the study and concludes with the outline of chapters for this study.

1.2 Background to the Study

Given the urgent need to redress past imbalances caused by the apartheid regime in service provision, in 1994 the newly-elected South African government initiated corrective measures, which were focused mainly on service delivery decentralisation and equal economic opportunities for indigent communities. Moreover, public service delivery institutions, such as municipalities, had to be enhanced to fit this mammoth task. Hence, the guiding principle of the public service in South Africa was that of 'services to the people'. This was further elaborated in the White Paper for the Transformation of Public Service (WTPSD) (1997), which states that "a transformed South African Public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens". This has been the crucial constitutional mandate given to all municipalities in South Africa.

To enhance service delivery, various pieces of legislation and institutional support mechanisms have been formulated to speed-up service delivery. Furthermore, the NDP: Vision 2030 provides a development framework that seeks to assist municipalities to address service delivery challenges. Despite this, however, poor service delivery remains a colossal challenge facing many local municipalities, particularly those situated in rural areas. Service delivery for both urban and rural communities requires proper planning that bridges the rural-urban divide and promotes compactness, integration, and connectivity between all sectors of society (Malan, 2014:7).

In this research, a comparative analysis of service delivery planning between two municipalities was conducted, with Ray Nkonyeni being the slightly improved municipality in terms of discharging local government functions such as service delivery, while Umzumbe municipality experienced major challenges in this regard. Azarian (2015:254) explains a comparative study as a scientific method and a research approach in which two or more cases are explicitly contrasted with each other regarding a specific phenomenon or across a certain dimension. It was imperative for this research to draw differences between the two municipalities to identify lessons that could assist a less developed municipality (Umzumbe) to improve its service delivery systems. The researcher envisaged that Umzumbe municipality can emulate some best practices from the Ray Nkonyeni Municipality, hence the emphasis on capacity building for Umzumbe Local Municipality to improve service delivery. In this municipality (Umzumbe), communities still faced high levels of poverty and a majority of the population fell within the low-income category (Umzumbe Local Municipality IDP, 2015). The brief overview of both municipalities is further discussed in chapter five of this study.

1.3 Research Problem Statement

Despite undergoing major restructuring and transformation process in the 1990s, the South Africa local government system still has a long way to go before it can claim the acceptable levels of sustainability that serve as the benchmark for good local governments. Many observers believe that local government transformation in South Africa has been beset by capacity constraints and performance failures since its inception in 1995 (Harold, 2016:145), hence some municipalities are struggling to render quality services to their communities. Furthermore, the changing powers and functions of municipalities, political interference, lack of skills, and service delivery protests are among the key challenges affecting proper administration of the South African municipalities (Van Thunder, 2015:72).

In the opening speech of the Commonwealth Local Government Forum Regional Conference in 2016, former Minister Van Rooyen indicated that local government is the space where the goals, initiatives and efforts of development are realised and visualised. For this reason, local government must work towards the attainment of the 2030 development agenda which is interpreted through the National Development Plan (NDP). This agenda “set out a vision for how South Africa can overcome its apartheid history and build a society based on equality, freedom and dignified service delivery for all” (NPC, 2012:460). However, with the current reality of the poor political and socio-economic climate facing South African municipalities, growing concern has been expressed by various sectors of the society about the government’s ability to deliver public services that meet the perceptions of local communities. For example, local government as the sphere closest to the people and with a mandate for service delivery has been blamed for failing to respond effectively and efficiently to service delivery needs for local citizens. In addition, Manana (2016:3) reports that there are a host of challenges that face local government in the 21st century, such as the lack of finance, failing public participation strategies, and inabilities to adapt to rapidly evolving technology. Furthermore, the challenge of poor funding for local municipalities strains their service delivery endeavours. Sanchez (2016:102) notes that the fundamental problem confronting most local authorities, especially those situated in rural areas, is the widening gap between the availability of financial resources and municipal spending needs. Against the background of this study, the focus is the investigation of factors that should be prioritised towards improving service delivery in local government with specific reference to Ray Nkonyeni and Umzumbe Local Municipalities.

1.4 Research Objectives

The general aim of this study is to propose a normative model that can assist in transforming service delivery systems in local government with specific reference to Ray Nkonyeni and Umzumbe Local Municipality. The specific objectives of the study are outlined as follows:

- To determine the extent to which Ray Nkonyeni and Umzumbe municipalities align their operations with local government legislation for transforming service delivery systems.
- To examine factors affecting the implementation of service delivery strategies in Ray Nkonyeni and Umzumbe municipalities.
- To evaluate the efforts dedicated by the central government towards capacity building for municipalities from the year 2000 to date.

- To measure the state of readiness of Ray Nkonyeni and Umzumbe municipalities to implement the development framework of the NDP Vision in 2030.
- To propose a normative model that may assist in improving service delivery in local government with specific reference to Ray Nkonyeni and Umzumbe municipalities.

1.5 Research Questions

Regarding the objectives of the study, the key questions were outlined as follows:

- To what extent do Ray Nkonyeni and Umzumbe municipalities align their operations with local government legislation in improving service delivery systems?
- What are the factors that hinder the implementation of service delivery strategies in Ray Nkonyeni and Umzumbe municipalities?
- What efforts has the central government dedicated towards capacity building for municipalities from the year 2000 to date?
- What is the state of readiness of Ray Nkonyeni and Umzumbe municipalities to implement the development framework of the NDP Vision in 2030?
- Which model can be proposed to improve service delivery in Ray Nkonyeni and Umzumbe municipalities?

1.6 Justification of the Study

The signing of the new Constitution of the Republic of South Africa (1996) heralded a new era in the political landscape of South Africa and shaped local government as the epicentre of the government's delivery systems and at the heart of poverty eradication initiatives (Mohale, 2010:227). In line with this observation, three premises demonstrate the significance of the current study, namely:

- **Local government and the success of the NDP: Vision 2030:** the formulation of the NDP: Vision 2030 by National Planning Commission in 2011 and other national imperatives symbolised the government's commitment towards improving, political, and socio-economic conditions for the South African local communities. Service delivery is the main emphasis of the NDP: Vision 2030 which should be undertaken by local government as the sphere closest to the people. For this to happen, the capacity of local government should be enhanced to drive the service delivery mandate efficiently and effectively. Therefore, local government should be committed to working with citizens and

communities to find sustainable ways to meet their social, economic, and material needs, and improve their quality of life. Local government should also be at the forefront of participatory democracy by involving citizens in meaningful discussions about governance and development initiatives (National Planning Commission, 2012).

- **Local government and the realisation of the Bill of Rights:** a fundamental principle of human rights is that all individuals have dignity and access to government services. In practice, this dignity and access to services can be realised through the provision of municipal services such as human settlement, water and sanitation, electricity, and infrastructure. While it is accepted that many rights cannot be achieved instantly, local governments must devise strategies for the realisation of basic human rights and access to government services (Van Heerden, 2015:2). In light of this observation, the study on municipal service delivery should provide recommendations that will help local government to play a developmental and transformative role in providing basic human rights for local citizens.
- **Local government and the Sustainable Developments Goals:** when the United Nation's Millennium Development Goals (MDGs) expired in 2014, many development specialists recognised that the initiative would have been more successful if the goals were localised and local citizens given more opportunities to define development according to their local contexts. Hence, the Sustainable Development Goals (SDGs) were introduced in 2015 with member states given more autonomy in terms of defining development expectations. Failure to localise these goals may contribute to the situation in which the SDGs are both elusive and far-reaching (United Nations, 2015). Therefore, the study regards local government as an institution through which the vision of the SDGs can be enhanced at the local level. Furthermore, if service delivery and the future of local government remain unchecked, service delivery protests and poverty will continue to threaten the long-term sustainability of democracy in South Africa indefinitely.

1.7 Contributions of the Study

Owing to the current unstable political and socio-economic realities facing South Africa, the local government sphere has key roles to play to leverage such realities in partnership with communities. The study of this nature is essential to shed light on the roles of local government towards community development and the realisation of socio-economic opportunities for indigent communities. For this reason, it is hoped that this study will be useful to the local government

sector throughout South Africa, more specifically to the officials that operate within it. This study provides a clear delineation of local government's role in the rejuvenation of South African communities. It further provides a series of recommendations that may contribute to service delivery improvements in South Africa.

1.8 Preliminary Literature

A literature review can be defined as a critical evaluation of previous scholarly writings that are relevant to the research topic (Bless, Higson-Smith and Kagee 2006:24). According to Mouton (2001:86), it is of paramount importance that every research project begins with a review of the existing literature in its particular field of study. A good literature review makes the researcher aware of what has already been written to avoid duplication and unnecessary repetition of the study. Such review helps the researcher to consolidate the theoretical foundations of the study. It is also through a literature review that a researcher discovers whether the study has significance or whether it will lead to new knowledge (Hofstee, 2006:91).

For this study, the literature survey provides a brief history of local government under apartheid and the circumstances which contributed to the new systems and structures operating in the current dispensation of municipalities. The literature focuses mainly on the roles of various stakeholders involved in service delivery planning. Furthermore, it explores the best international practices that should be emulated by South African municipalities to improve their service delivery systems. The section below presents a short synopsis of contemporary issues concerning local government and service delivery in the African region with a strong emphasis on South Africa.

1.8.1 Local Government and Service Delivery

Since the ushering in of a democratic dispensation in 1994, municipalities have been authorised with a clear mandate of facilitating service delivery for local communities. This constitutional mandate is further interpreted through the legislative and policy frameworks and various service delivery strategies in the South African context. For example, the (WPTPSD) (1997) echoes that "A transformed South African Public service will be judged by one criterion above all: that is, its effectiveness in delivering services which meet the basic needs of all South African citizens." However, contrary to this stipulation, the study conducted by Mathebula, Nkuna and Sebola (2016:198) concluded that service delivery remains a huge challenge for most communities, particularly the rural communities of South Africa and other developing nations. Other authors, including Msomi, Reddy, and Zondi (2018:54), document the contemporary challenges

experienced by local rural municipalities with specific reference to Ndwedwe Local Municipality. The Commonwealth Local Government Forum (2017) postulates that service delivery challenges in local government require both short-term and long-term planning mechanisms that will promote policy synergies for service delivery in the African continent. Mantazaris and Pillay (2019) postulate that to foster local democracy, peace, and stability in Africa, countries of different regions on the continent need to integrate their systems of local government to provide improved public services to their respective communities.

1.8.2 Factors Affecting Municipal Service Delivery

The findings of the study conducted by Koma (2010) revealed that the challenges of service delivery in local government deviate from the constitutional imperatives that promote integrity, dignity, and equal access to service delivery. Furthermore, Reddy and Mahomed Sayeed (2016:38) explain that the factors listed below are the main obstacles for efficient and effective service delivery at local government level:

- Human resource challenges with regards to skills and capacity in municipalities. Many municipalities across South Africa lack expertise and the requisite technical skills and, in some instances, where they do, there is a shortage of skilled personnel who can assist the municipality in rendering quality services to the people.
- In many municipalities, corruption and maladministration have become endemic and the lack of accountability and transparency in rendering services to the people is a cause of great concern. As a result, many municipalities are either bankrupt or on the brink of bankruptcy which affects their ability to provide quality services to the citizens.
- Lack of awareness and lack of knowledge by communities regarding the constitutional imperatives enabling their participation in local government affairs. This allows some municipal officials to act with impunity knowing that the community will not challenge the irregularities, as they are not aware of their rights.

The visible gap between the literature and actual occurrences in local government point to policy inaccuracies as far as service delivery is concerned. Much of the emphasis of the constitution and the bill of rights is not yet implemented, hence the many service delivery protests in local government. The factors suggested by Reddy and Mohammed Syeed (2016) in the preceding paragraph are responsible for hampering service delivery in most municipalities. It is therefore paramount that local government revisits its constitutional mandate of service delivery and draws

new strategies to render services that are much needed by the citizens. Chapter 3 of this study provides more insight from the literature into local government and service delivery in South Africa. It further provides a broad overview of service delivery planning in Umzumbe and Ray Nkonyeni municipalities.

1.9 Theoretical Framework

Theory is a generalised term that asserts a connection between two or more types of phenomena (Sunday, 2008:106). Likewise, Foy *et al.* (2011:1) state that a theory is an organised, heuristic, coherent, and systematic articulation of a set of statements related to significant questions that are communicated to provide a generalisable form of understanding. Notably, theory is not fixed; it is provisional, open to revision and grows into more accurate and comprehensive explanations about the make-up and operation of the social world (Malcolm, 2013:151-152).

The study was guided by the theoretical tenets of public value theory. This theory is fairly new in academic research and aims to reinvigorate the values of public administration by curbing inefficiencies and maladministration and bring about ethical governance, and responsive, responsible and good governance through autonomous and rational values in public institutions (Malcolm, 2013:153). The theory was introduced by Professor Mark Moore in 1995 to endorse a paradigm shift of the practice of public sector managers who conventionally regarded their duties as limited on the implementation of the legislative and policy mandate (Turkel, 1999:12). This traditional doctrine implied that public sector managers acted with the mindset of administrators rather than of entrepreneurs. The theory further breaks away from traditional public administration (TPA) and new public management (NPM) to a more comprehensive paradigm that values inclusivity in governance and democratic legitimacy (Turkel, 1999:12). The researcher of the current study professed that ethical leadership, professionalism, and emphasis on good governance may help to reform service delivery in Umzumbe and Ray Nkonyeni municipalities.

Moore (1995) emphasises three outcomes that should prevail in public institutions when public value theory is successfully applied, namely:

- Optimum service delivery and the realisation of basic human rights;
- Trust and legitimacy that promotes transparent relationships between citizens and public institutions; and
- Social outcomes that denote the willingness and commitment of public institutions to impact positive change in the lives of the indigent citizens.

Owing to the objectives that guide this study, public value theory was deemed necessary to unearth the attributes of efficiency for developing an inclusive service delivery model that will assist municipalities to enhance their service delivery systems.

1.10 Research Methodology and Design

Research methodology is the process used to collect information and data to reach reliable and valid conclusions about the objectives of the study (Newman, 2000). For Babbie and Mouton (2001), research methodology is the general research strategy that outlines how research is to be undertaken and, among other things, identifies the methods to be used. According to Mouton and Marais (1992: ix), specific methods and techniques which are deemed appropriate ought to be identified and applied so that a researcher can reach valid research findings. In the current study, the methodological approach comprises mixed method, which is the combination of both qualitative and quantitative methods. This methodology was deemed necessary for this study to generate well-balanced, quantitative and qualitative findings of service delivery in Umzumbe and Ray Nkonyeni municipalities. These methods are explained in the sections below.

1.10.1 Qualitative Research

Qualitative researchers generally rely on four basic types of data sources: interviews, observations, documents, and audio-visual materials (Creswell, 2012). Qualitative methods demonstrate a different approach to scholarly inquiry than methods of quantitative research. Although the processes are similar, qualitative methods rely on text and image data, have unique steps in data analysis, and draw on diverse designs. The qualitative research is embedded in the philosophy of empiricism, follows an open, flexible, and unstructured approach to enquiry, aims to explore diversity rather than to quantify, emphasis the description and narration of feelings, perceptions, and experiences rather than their measurement and communicates findings in a descriptive and narrative rather than analytical manner, placing no or less emphasis on generalisation (Kurma, 2014). It was necessary for this study to use both methodologies to answer its objectives which are both descriptive and explorative.

1.10.2 Quantitative Research

Quantitative methods involve the processes of collecting, analysing, interpreting, and writing the results of a study. Specific methods exist in both survey and experimental research that relate to identifying a sample and population, specifying the type of design, collecting and analysing data,

presenting the results, making an interpretation, and writing the research in a manner consistent with a survey or experimental study (Creswell 1998). According to Kurma (2014:14), the quantitative approach is rooted in the philosophy of rationalism, follows a rigid structure and predetermined set of procedures to explore aims to quantify the extent of variation in a phenomenon, emphasises the measurement of variables and the objectivity of the process, believes in substation based on 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. In the current study, quantitative methodology was relevant to measure the perceptions held by citizens about the commitment of the officials to provide quality services in both municipalities.

1.10.3 Mixed-Method Approach

According to Creswell (2012), mixed-method involves the collection of both qualitative (open-ended) and quantitative (closed-ended) data in response to research questions or hypotheses. It includes the analysis of both forms of data. This view is similar to the view of Yin (2009) that mixed-methods involve the collection and ‘mixing’ or integration of both qualitative and quantitative data in a study. The procedures for both qualitative and quantitative data collection and analysis need to be conducted rigorously (for example, adequate sampling, sources of information, and data analysis steps (Williamson, 2013:96)).

The mixed-method approach uses the strengths of both quantitative and qualitative research. It aims to select the best methods regardless of the qualitative-quantitative divide to find answers to the research questions. Essentially, the mixed-method approach to social research combines two or more methods to collect and analyses data pertaining to the research problem. These methods could either be a mix of quantitative and qualitative or belong to only one paradigm. The approached is based upon the rationale that for certain situations qualitative techniques are better, while for others the quantitative (Kurma: 2014). This study used a mixed-methods approach to collect data from municipal officials who were interviewed as well as the community members who participated in the questionnaire survey.

1.11 Sampling Strategies

Sampling refers to the process of selecting a sufficient number of elements from the population, so that results from analysing the sample are generalisable to the population Picardi, C.A. and Masick, K.D. (2013) In research involving hundreds or even thousands of elements, it would be

practically impossible to collect data from every element (Creswell, 2008:23). Even if it were possible, it would be prohibitive in terms of time, cost, and other human resources (Creswell, 2008:23). In the current study, a population consisting of 14 officials was drawn from Ray Nkonyeni and Umzumbe municipalities to participate in the interview surveys of the study. Furthermore, a total of 50 questionnaires were administered to both communities of Ray Nkonyeni and Umzumbe Local Municipalities. The research sample is represented in the diagram below:

Table 1.1: Research Participants

Research participants	Municipality and number of participants	
	Ray Nkonyeni	Umzumbe
Municipal Managers	1	1
IDP Managers	1	1
Public Participation Managers	1	1
LED Managers	1	1
Traditional Leaders	2	2
NGO Officials	1	1
Ward Councillors	2	2
Community members	25	25

Source: Own Diagram (2017)

1.11.1 Purposive Sampling

A purposive non-random sampling was used in the study to identify participants for the surveys. This was necessary to solicit information from the subjects that are the key informants as far as local government and service delivery is concerned. This technique uses the researcher's judgment of the situation in selecting as many participants as possible (Newman, 2006).

1.12 Data Collection Methods

Due to the mixed-method that was used to collect data for this study, the quantitative survey was conducted with the citizens from both municipalities (Umzumbe and Ray Nkonyeni). The interview surveys were also conducted with the municipal officials drawn from both municipalities. The rationale for using these data collection methods (questionnaires and interviews) is explained below.

1.12.1 Research Questionnaires

A questionnaire is a research instrument consisting of a series of questions and other prompts to gather information from respondents (Creswell, 2008:37). Questionnaires are mainly administered to the respondents to generate statistical analysis. Against this background, the researcher of the

current study deemed it necessary to use questionnaires to reflect the statistical perceptions of the citizens who receive services from Umzumbe and Ray Nkonyeni municipalities as well as their suggestions for improving the quality of those services.

1.12.2 Research Interviews

Research interviews are the face-to-face interactions between research subjects and researchers. Through interviews, researchers aim to solicit information from the respondents to reach conclusions and submit solid recommendations for the problem addressed by the study. McNamara (2012:33) elaborates that interviews are particularly useful for getting the story behind a participant's experiences. The interviewer can pursue in-depth information about the topic. Finn and Jacobson (2008) outline the following advantages of using interviews as a data collection tool:

- They are useful for gaining insight and context into a topic;
- They allow respondents to describe what is important to them; and
- They are useful for gathering quotes and stories.

In the current study, the researcher was able to gain deeper insight into local government and service delivery issues in South Africa, particularly in the smaller and rural municipalities of the province of Kwa Zulu-Natal, such as Umzumbe and Ray Nkonyeni. Through the interviews, the municipal officials were able to express their views about service delivery planning in both municipalities.

1.13 Data Analysis

According to Cohen *et al.*, (2011), qualitative data analysis involves deriving sense out of the participants' definitions of themes, patterns, categories and situations. They further argue that there is no universal standard way of analysing qualitative data, but it must be guided by the issue of fitness for purpose. Here, the thematic data analysis was used to represent qualitative data. Quantitative data was analysed using the Statistical Package for Social Sciences (SPSS) to reflect descriptive and inferential statistics.

1.14 Ethical Considerations

In line with ethical and professional considerations guiding research, the researcher obtained a gatekeepers' letter from Umzumbe and Ray Nkonyeni municipalities, respectively. The information collected from the respondents was used for research purposes only. The general principles of research ethics are that no harm should befall the research subjects, and that subjects should take part freely, based on informed consent (Welman, Kruger and Mitchell, 2005: 181).

Respondents were informed that their names would not appear in the final publication of the thesis. This was done to maintain their anonymity and to protect the confidentiality of their information.

The respondents were informed in advance about the research project, its purposes and processes to be followed, and that they may withdraw at any time should they feel threatened by the research process. The respondents signed the consent form to indicate their voluntary participation in the study. Prior approval (ethical clearance) of this research project was approved by the University of KwaZulu-Natal (UKZN) Research Committee.

1.15 Outline of Chapters

This study is divided into six chapters. The content of these chapters is briefly presented below.

Chapter one: This chapter provides the introduction and orientation of the study. It outlines the research background and problem statement. It highlights the research objectives which are linked to the specific questions raised in the study. A brief overview of the literature and theoretical framework is provided in this chapter. The chapter also discusses the methodological approach of the study and concludes with the discussion of the ethical considerations observed in conducting the study.

Chapter two: This chapter interrogates the literature to discover what is documented in the body of knowledge about local governance, service delivery, and public administration. The chapter begins where South African local government was controlled by the apartheid regime to the introduction of democratic dispensation. It further explores the practice of service delivery in Umzumbe and Ray Nkonyeni municipalities.

Chapter three: This chapter focusses on the theoretical framework of the study. The study is located within a broader public administration perspective and interrogates the role of public value theory towards the institutionalisation of good governance in local government towards ensuring efficiency and effectiveness in service delivery. The chapter endorses the view that public institutions, including municipalities, should migrate from the philosophies of bureaucratic traditional public administration and new public management and adopt public value theory, which emphasises optimum service delivery, trustworthy, and legitimacy of public officials and improved social living conditions for citizens.

Chapter four: This chapter discusses the research methodology and design used by the researcher to collect data. The study used mixed-methodologies (qualitative and quantitative) to solicit

information from the municipal officials and community members from Umzumbe and Ray Nkonyeni municipalities. The research processes, including sampling, data collection procedures, and ethical considerations are broadly discussed in this chapter.

Chapter five: This chapter presents and interprets the findings of the study. The researcher used thematic analysis as a technique to present the findings. The qualitative findings are categorically presented according to specific themes that emerged from data. Moreover, the SPSS demonstrates the statistical findings of quantitative data.

Chapter six: This chapter summarises the objectives and research questions for the study. It presents the conclusions for each objective. In addition, the chapter submits recommendations that may be used in future studies as a point of departure towards improving municipal service delivery and the management of municipalities. Finally, the chapter proposes a model to assist local government to restructure its service delivery planning with specific reference to Umzumbe and Ray Nkonyeni municipalities.

1.15 Chapter Summary

The study seeks to identify institutional challenges affecting service delivery in Ray Nkonyeni and Umzumbe municipalities. Service delivery remains a necessity for the majority of South African citizens. The Constitution (RSA, 1996) regards service delivery as a basic human right. Local government has been mandated through various policy and legislative frameworks to facilitate service delivery and local democracy. The study argued that, despite many intervention strategies which have been formulated to boost the capacity of local government, many municipalities continue to lag in terms of providing basic municipal services to the local citizens. The literature review is presented in the next chapter.

Chapter Two

Local Government Restructuring and Transformation in South Africa with Specific Reference to Umzumbe and Ray Nkonyeni Municipalities

2.1 Introduction

The introduction of a democratic state in 1994 in South Africa heralded a new dispensation which created various institutions for the transformation of communities. Among these institutions was local government, which is mandated by the Constitution (RSA, 1996) to facilitate service delivery and entrench democratic values at the community level. Despite the government's commitment to quality service delivery, many municipalities experience numerous institutional challenges that affect their ability to render community services. This chapter begins with the definition of terms that are used throughout the current study, presents a holistic approach to local governance in South Africa from the apartheid era to the democratic dispensation in 1994, and reviews current policies and strategies that regulate municipalities. More specifically, the chapter interrogates the extent to which local government restructuring and transformation has influenced the abilities of Umzumbe and Ray Nkonyeni municipalities to provide community services that meet the expectations of the local communities.

2.2 Definition of Key Terms

For ease of understanding, the concepts that are frequently used throughout this study are defined below. For Beck (2009:15), the definition of concepts is important to shape an understanding of the commonly used terminology in the study.

2.2.1 Local Government: In constitutional democracies, local government is the sphere of government linked to the central government to assist citizens in fulfilling their political and socio-economic aspirations through integrated government services. This view is further elaborated by Reddy (1999, cited in Van der Waldt *et al.*, 2018:3) that "local government is the level of government that is created to bring government to the local populace and to give citizens a sense of participation in the political processes that influence their lives."

2.2.2 Local Community: Essentially, local community refers to a designated geographical area where people live. Moreover, Brenner (2009:7) defines local community as an area where citizens

learn shared values irrespective of their socio-cultural background. These values may promote respect for the law and social institutions.

2.2.3 Local Economic Development: This concept generally refers globally to the economic generation strategies that are co-ordinated by municipalities to benefit their communities with economic opportunities, social development, and the alleviation of poverty and inequalities (Rodriguez, 2014:61).

2.2.4 Integrated Development Planning: This concept implies the framework used by municipalities to reflect their service delivery priorities for local communities. According to Van der Waldt *et al.*, (2014:103), IDP in the South African context refers to a five-year strategic framework that aims to incorporate sectoral strategies to promote effective and efficient allocation of scarce resources at the municipal levels.

2.2.5 Public Participation: To entrench democratic values and promote service delivery, governments around the world promote public participation in which citizens are afforded an opportunity for engagement with the decisions that influence their lives at the community levels. Reddy and Govender (2011:4) define public participation as “any process that directly engages the public in decision-making and gives full consideration to public input in making that decision. Public participation is a process, not a single event.”

The discussion below focuses on the historical overview of local government under the apartheid regime until the creation of a democratic state in South Africa in 1994.

2.3 Apartheid Local Government in South Africa

Under the apartheid regime, the South African local government was known as an isolated level of government that was formulated to serve the interests and ambitions of a few minority groups (Siddle and Koelbe, 2016:3). For this reason, apartheid local government did not contribute to community development and economic prosperity for the majority of non-white communities (Manor, 1999:5), rather, “it fundamentally damaged the spatial, social and economic environments in which people live, work, raise families and seek to fulfil their aspirations” (Ministry for Provincial Affairs and Constitutional Development 1998: ix). Bekker and Jeffery (2008:26) note that before the introduction of the democratic dispensation in South Africa, local government was monopolised by the few minorities who acted as the custodians of the urban areas in which other races were located. The institutionalisation of apartheid local government evolved in the sequence of stages as outlined below.

During the 1970s, the Black Local Authorities (BLAs) were introduced with a principal objective to act as 'watchdogs' of the influx of the unauthorised movement of Black Africans into the cities. Maharaj (2007:263) notes that the BLAs were later replaced by Urban Bantu Councils, Advisory Boards and Community Councils who were established to further intensify the mandate of social exclusion against Black Africans and provide minimal services in their communities. Bekker and Jefferey (2008:19) explain that the mission to control black influx into the urban areas and cities began to experience pressure at the end of the 1970s. This was signalled by the escalation of political violence in the townships and propaganda to overthrow the government. The government's compromise in this regard was the 'urban permanence without incorporation into the local government system' (Bekker and Jefferey, 2008:19).

During the 1980s, the government intensified urban control and renewed stringent apartheid policies in urban areas. In this regard, local government was given more powers to side-line non-White citizens and to suppress any form of political mobilisation in communities. Bekker (1988:38) notes that the Black Local Authorities Act of 1982 and the Black Communities Development Act of 1984 extended the administrative responsibilities of Black Local Authorities. By the mid-1980s, the administration of urban areas and Black townships was in a chaotic state as the Community Councils BLAs were rejected by civic organisations with strong grassroots support.

By the 1990s, the state admitted that the Black Local Authorities (BLAs) in the townships were not financially feasible and were unable to manage black urban areas. With this, new local government arrangements were introduced. Dr Thornhill, then Deputy Director-General of Planning and Provincial Affairs, was appointed by the government to explore a new system of local government. The Thornhill Report advocated a non-racial system of local governance based on maximum decentralisation of power to local communities. It further advocated a 'local option', in which citizens will, through a process of dialogues and referendums, determine the constitutional and institutional structures to govern their local communities (Maharaj 2007:264). The recommendation of the Thornhill Report contributed to the introduction of Interim Measures for Local Government Act 128 of 1991 in June 1991.

2.4 Interim Measures for Democratic Local Government in the 1990s

The pressure for political freedom, uplifting of sanctions, and equal opportunities to socio-economic benefits contributed to major reforms in the 1990s. The introduction of the Interim Measures for Local Government Act (IMA) in 1991 heralded a new dispensation in the South

African political landscape. Maharaj (2007:264) states that the introduction of the IMA initiated open dialogues and robust debates between the White Local Authorities (WLA), BLAs, and various civil society organisation about the new structure of local government under the democratic dispensation. A strong emphasis was placed on establishing one system of local government which would prioritise service delivery for all citizens regardless of their race, gender, cultural orientation, and political affiliation (Siddle, 2014:26).

2.4.1 Local Government Negotiating Forum

It was imperative that democratic structures were introduced to drive initiatives for the new local government system. For this reason, the Local Government Negotiating Forum (LGNF) was established in 1993 to facilitate the process of local government restructuring and transformation. In South Africa. The LGNF comprised the local government authorities that were in existence during those days, political activists, civil society organisations, and other interested parties. Their primary objective was to formulate new local government structures (Maharaj, 2007:5). Among the proposals put forward by the LGNF were to:

- Abolish racially-based councils who propagated the agenda for racial municipalities;
- Appoint interim non-racial local government structures to co-ordinate financial resources and service delivery within the new councils; and
- Neutralise political imbalances and remove bottleneck practices on service delivery and socio-economic opportunities.

Despite the successes of the LGNF, it was criticised for failing to accommodate female representation in negotiating local government processes and management under the democratic dispensation. This issue of female representation in local government affairs is still a critical issue after 20 years of democracy in South Africa as their roles are not properly defined, particularly in traditional leadership (Zondi, 2016:51).

2.4.2 Local Government Transition Act 209 of 1993

Local government challenges experienced in the pre-1994 democratic dispensation in South Africa necessitated policy development and new strategies that would foster democratic values and good governance in the management of municipalities. For this reason, the Local Government Transition Act was formulated in January 1994. According to Khan (1995), this Act ensured a smooth transition into democracy and paved the way for the dismantlement of racially-based

municipalities. Moreover, this Act outlines the steps in which new local government systems were created. Those steps were as follows:

Pre-interim phase: this phase proposed new legislation of local government and recommended the appointment of local transitional councils. Nominations for these councils would be made on a 50/50 basis between statutory and non-statutory organisations.

Interim phase: this phase began with the first democratic local government elections and the drafting of the new Local Government Constitution.

New democratic councils: this was the final stage towards the commencement of a fully democratic local government system with new negotiated constitutional arrangements.

The above-mentioned phases contributed to the establishment of a new system of local government in South Africa based on constitutional values that prioritised service delivery, equity, and social justice for all South African citizens. The discussion below focuses on the recent trends and developments in local government in South Africa with specific reference to Umzumbe and Ray Nkonyeni municipalities.

2.5 Local Government and Service Delivery Mandate in the Post-Apartheid South Africa

The South African local government was established by the Constitution of 1996 as an independent and third sphere of government situated at the community level to facilitate service delivery and local democracy (Reddy and Govender, 2011). The purpose of the new local government system in South Africa was to promote the service delivery mandate and allow the majority of citizens an opportunity to participate in influencing local government decisions in their respective communities (Brenner, 2004:17). Reddy (1999) asserts that “local government is the level of the government created to bring government to the local populace”. This was imperative to signify that contrary to the practices under the apartheid regime, people are now equal partners in the government’s endeavours for community development and service delivery planning. The South African government commitment on service delivery is largely influenced by the Latin concept *pro bono publico* meaning ‘for the public good’, which suggests that “the roles of the state should be to provide goods and services in the interest of the people or for the public good”. Within the South African context, local government’s service delivery mandate is interpreted in Chapter 7, section 152 (a) – (e), where it is stated that municipalities should:

- Entrench the values of democracy and good governance for all communities;
- Provide quality services that are sustainable and meet the expectations of the citizens;
- Ensure that communities enjoy equal access to socio-economic development opportunities,
- Promote liveable communities that are healthy and secure from crime, injustices and inequalities; and to
- Promote community participation in local government activities and engage citizens in service delivery planning.

It is further proclaimed that municipalities may use their financial resources to fulfil the above-mentioned service delivery mandate (Constitution, RSA, 1996). Therefore, it can be deduced that local government in South Africa is strategically formulated to create a conducive environment that mobilises citizen engagement in the governance of their communities and the delivery of services in a manner that seeks to fulfil basic human rights. In this vein, Majekodunmi (2015:2) further elaborates that “the value of local government in a country is inestimable because it is an indispensable arm of government. As a result, the link between the qualities of service that citizens enjoy is very significant”.

Despite the local government objective which seeks redress service delivery imbalances created by the apartheid legacy, most authors conclude that the process of local government restructuring and transformation was beset by challenges from its inception in 1995. This conclusion stems from the observation that most South African communities are still impoverished and are unable to access service delivery and other benefits as envisaged by the Constitution. For example, Mdlongwa (2016:1) lists the following service delivery challenges which are experienced by the majority of the South African municipalities:

- Human resource challenges relating to municipal incapacities and the dearth of critical skills for service delivery;
- The majority of municipalities are financially distressed and cannot execute their service delivery mandate. This is also attributed by the failure of municipalities to collect levies and service charges that may supplement funds allocated by the national treasury.
- Fraud and corruption in municipalities is so rampant that financial accountability structures have become irrelevant and ineffective.

- Other factors affecting municipalities include political interference, lack of accountability, nepotism, and failure of oversight structures to hold transgressors accountable for their unethical behaviour.

Service delivery protests in local government are linked to the failure of municipalities to provide the much-needed services. Mdlongwa (2014:2) further postulates that, due to the challenges facing local government and the culture of violence in many communities, municipalities have rendered South Africa to a bleak future in the history of its constitutional democracy. The improvement strategies formulated by the government since 2004 to improve the status of local government have not materialised. Those strategies are discussed towards the end of this chapter.

2.6 General Structure of the South African Local Government Sphere

South African municipalities are classified into three categories as per the recommendations of the Local Government: Municipal Structures Act 117 of 1998. Currently, 273 municipalities constitute the local government sphere in South Africa. They include 213 local municipalities, 52 districts, and eight metropolitan municipalities (COGTA, 2017:12). These municipalities are discussed below.

2.6.1 Metropolitan Municipalities

A metropolitan municipality or ‘Category A’ municipality is a municipality that executes all functions of local government for a city. Metropolitan councils are situated in the urban or major cities of South Africa. This is in contrast to areas like Umzumbe and Ray Nkonyeni which are predominantly rural and with limited opportunities for employment and other community services. Section 155 (1) of the Constitution (RSA, 1996) describes metropolitan municipalities as those that possess exclusive municipal executive and legislative authority in their areas of jurisdiction. The Local Government: Municipal Structures Act (1998) further notes that metropolitan municipalities should create adequate employment opportunities and provide quality services. This is mainly because such municipalities are key for foreign investments and attracting tourists and immigrants. Other authors, like Zondi (2015:84), state that “metropolitan municipality is similar to the consolidated city-county in the USA, although a South African metropolitan municipality is created by notice of the provincial government, not by agreement between district and local municipalities”. Owing to the current poor socio-economic growth facing the majority of the developing nations, metropolitan municipalities are also affected in terms of socio-economic opportunities and quality service delivery.

2.6.2 District Municipalities

District municipalities are the first-tier local municipalities covering larger and more rural areas. These municipalities execute their service delivery functions in partnership with the smaller second-tier or local municipalities (Nel, 2015:6). According to Section 155 (1) of the Constitution (RSA, 1996), a district municipality executes some of the functions of local government for a district. The district municipality comprises several local municipalities, with whom it shares service delivery functions. The report of the Community Law Centre of the University of the Western Cape (2011:2) noted several debates surrounding the future of district councils in South Africa. It states that despite the common challenges experienced by municipalities, there is potential for the district system to work in rural areas, depending on the commitment of the leadership structures in these municipalities.

2.6.3 Local Municipalities

These are second-tier municipalities within the district municipality's jurisdiction that provide a range of local service delivery functions. Section 155 (1) of the Constitution (RSA, 1996) defines a local municipality or 'Category B' municipality as a type of municipality that serves as the third, and most local, tier of local government. Each district municipality is divided into several local municipalities, and responsibility for municipal affairs is divided between the district and local municipalities.

2.7 Composition of South African Municipalities

The discussion below focusses on the political and administrative structures that constitute municipalities in South Africa.

2.7.1 Municipal Councils

All municipalities in South Africa are required by the Constitution (RSA, 1996) to establish a municipal council which should meet regularly to discuss strategic matters of the municipality (Van der Waldt *et al*, 2018:60). Furthermore, the municipal council should be composed of the number of councillors that are determined by the MEC of Local Government and Traditional Affairs. These councillors are referred to as Section 18 or full-time councillors (Van der Waldt *et al*, 2018:60). Furthermore, the number of councillors is determined by the number of voters on the municipality's performance on the elections.

Umzumbe municipality council is composed of 39 councillors represented as follows: 30 councillors for the African National Congress, six councillors for the Inkatha Freedom Party, 1

councillor for the African Peoples Convention, one councillor for the Democratic Alliance, and one councillor for the Economic Freedom Front, as well as six traditional leaders that sit on the council. The executive council is made up of a mayor, deputy mayor and speaker; there is no chief whip

The Ray Nkonyeni Municipality Council is composed of 71 councillors, represented as follows: African National Congress 47, Democratic Alliance 14, Inkatha Freedom Party 5, African Independent Congress 2, Economic Freedom Front 2, and Vryheids Front Plus 1. The executive council is made up of mayor deputy mayor, speaker, and chief whip.

2.7.2 Speaker of the Municipal Council

The Speaker serves as the chairperson of the municipal council. This political structure is elected among the councillors who constitute the municipal council. Van der Waldt *et al*, (2018:62) lists the following duties of the municipal speaker:

- Co-ordinate meetings of the council;
- Exercise his/her constitutional powers to spearhead the mandates of the council;
- Maintain order and stability and ensures accountability during council meetings; and
- Ensure compliance with local government's strategic vision and service delivery obligations.

The Local Government Municipal Structures Act 117 of 1998 defines the speaker as a councillor elected in terms of section 36 of the Act to be the chairperson of a municipal council as envisaged in section 160 (1)(b) of the Constitution. The speaker's role in a municipality will mostly depend on the internal arrangements made by the municipality itself. The speaker's role in a municipality is key to ensuring oversight, accountability, integrity, discipline of office, and the efficient running of council meetings. As such, impartiality in the exercise of his or her functions is essential for the speaker. The speaker must distinguish between his or her activities as a politician and his or her functions as a speaker. It also means that the functions of the speaker and the non-partisan exercise of that function must be respected by members, parties, and interests represented in the council.

The key principles underlying the role of the speakers of both municipalities are as follows:

- chair council meetings;
- implementation of the Code of Conduct; and

- exercise delegated functions, including facilitating public participation in legislative matters.

2.7.3 Executive Committees

According to Msomi, Reddy and Zondi (2018:143), the executive committee in the municipalities is composed of 20% of councillors and may not have less than three members. The executive committee is also required to represent the vision and interests of its constituencies. According to the Local Government: Municipal Structures Act, the functions of the executive committee are as follows:

- To prioritise the constitutional mandate of the municipality in terms of ensuring financial and administrative viability of the municipality; and
- Identify strategies that may assist the municipality to achieve its vision, including partnerships that are essential to achieve those strategies.

Moreover, the executive committee is required by the constitution to monitor the administrative in terms of policy development and implementation of the municipality.

2.7.4 Executive Committee

KwaZulu-Natal has executive committees instead of mayoral committees. According to the Local Government Municipal Structures Act, the executive committee is elected by council and the guiding principles of its composition should be as follows:

- If the council of a municipality establishes an executive committee, it must elect a number of councillors necessary for effective and efficient government, provided that no more than 20% of the councillors or 10 councillors, whichever is the least, are elected. An executive committee may not have less than three members.
- An executive committee must be composed in such a way that parties and interests represented in the municipal council are represented in the executive committee in substantially the same proportion they are represented in the council.
- A municipal council may determine any alternative mechanism for the election of an executive committee, provided it complies with section 160 (8) of the Constitution.

In the case of Umzumbe and Ray Nkonyeni municipalities, the executive committee performs the following duties as recommended by the Local Government Municipal Structures Act.

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

2.7.5 Executive Mayor

In line with the recommendations of the Local Government: Municipal Structures Act, the mayor of the municipality is elected by the council to co-ordinate the operations of the executive committee. The mayor is also tasked with the responsibility of identifying key issues affecting communities of the district and to review and evaluate community needs in the order of their priorities. In addition to these duties, the mayor presides at meetings of the executive committee and executes duties and exercises powers as delegated by council, such as ceremonial functions. The mayor is the political head of the municipality. Van der Waldt, (2007:72) warns that this status should not be confused with party political leadership; it refers to the political system in the state environment. The mayor's most important function as a political leader of the municipality is to promote and defend the constitutional order, institutions, powers and functions of the municipality and to uphold the principles of co-operative governance and intergovernmental relations. An executive mayor only exists in those municipalities who have chosen an executive mayoral system.

2.7.6 Mayoral Committees

Section 60 of the Municipal Structures Act provides that the executive mayor must appoint a mayoral committee among the councillors if the council consists of more than nine members. The role of the mayoral committee is to assist the executive mayor. The mayoral committee must consist of the deputy executive mayor (if any) and as many councillors as may be necessary for effective and efficient government. Furthermore, the mayoral committee has no power on its own; it is an instrument to assist the executive mayor, to offer him/her advice and to take decisions together with the executive mayor concerning designated powers. Decisions are nevertheless that of the executive mayor. Individual members of the mayoral committee may, however, be granted delegated powers.

2.7.7 Municipal Manager

The municipal manager or accounting officer serves as the head of the municipal administration. For this reason, the municipal manager is expected to execute the following functions as described by the Local Government: Municipal Structures Act (1998):

- To act account for the administrative function of the municipality and to promote efficiency and effectiveness operations of the municipal institutions.
- To be accountable to the executive mayor in terms of managing the administrative processes and performance of the municipality and other duties that may be assigned by the municipal council.
- To play a leading role in the appointment and development of municipal officials and to comply with the stipulations of the Employment Equity Act 55 of 1998 and the Skills Development Act 81 of 1998;
- To manage the implementation of decisions endorsed by the municipal council and to provide strategic directions to the political structures and political office bearers.
- To promote communication between the administrative staff, politicians, political office bearers and must also co-ordinate public participation processes through IDP forums, *Izimbizo* (public gatherings), council meetings and budget reviews.

In addition to these responsibilities, the municipal manager serves to maintain order and stability within the municipal institution and to ensure that the municipality is always financially viable. The administrative management of Ray Nkonyeni and Umzumbe municipalities is reflected in table 2.8 below.

Table 2.8 The Administrative Management of Ray Nkonyeni and Umzumbe Municipalities

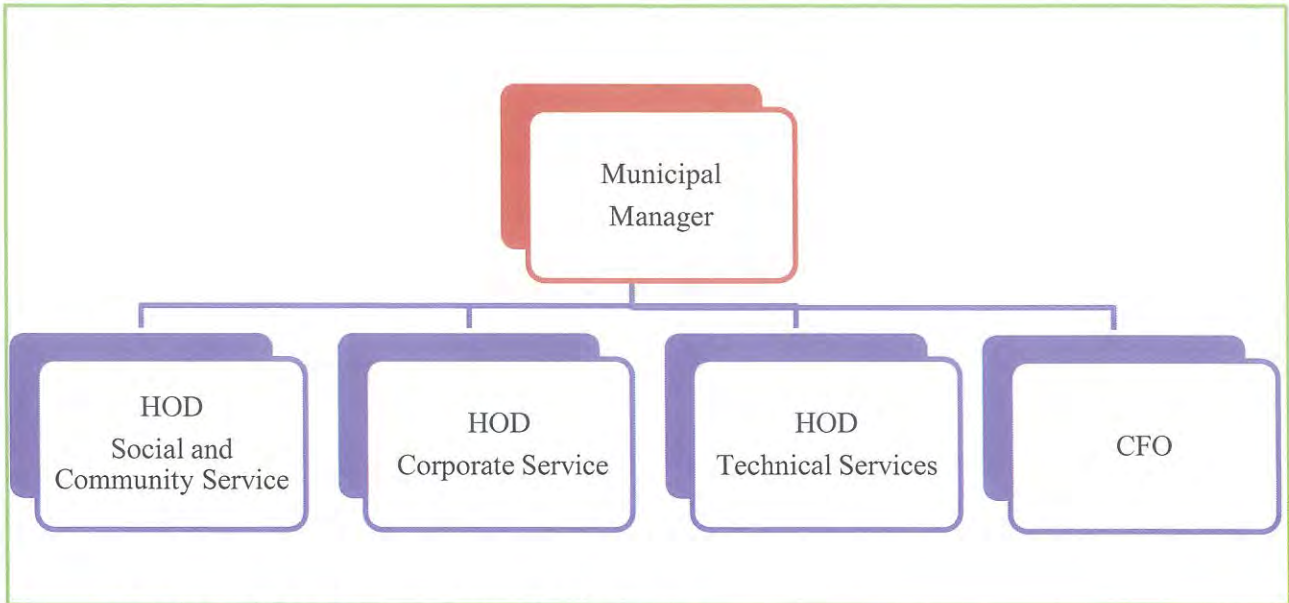
RAY NKONYENI MUNICIPALITY	UMZUMBE MUNICIPALITY
Municipal Manager	Municipal Manager
HOD – Public Safety	HOD – Corporate Services
HOD – Community services	HOD – Technical Services
HOD - Technical Services	HOD – Social and Community Services
HOD – Development and Planning	CFO - Treasury
HOD - Strategic Planning and Governance	
HOD – Corporate Services	
CFO – Treasury	

Source: Integrated Development Plan (2017-2020)

2.9 Organogram of Umzumbe and Ray Nkonyeni municipalities

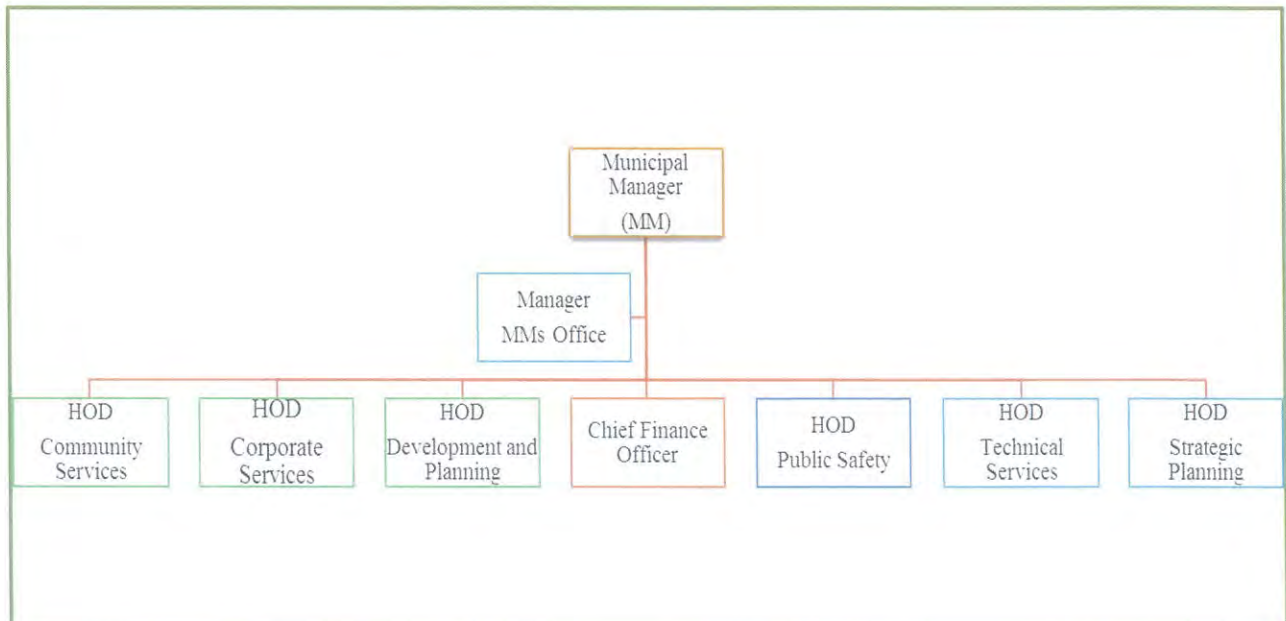
The organisational structures for both municipalities (Umzumbe and Ray Nkonyeni) are reflected in figures 2.9.1 and 2.9.2 below.

2.9.1 Figure 2.1: Umzumbe Local Municipality Organogram



Source: Integrated Development Plan (2017- 2018)

2.9.2 Figure 2.2: Ray Nkonyeni Local Municipality Organogram



Source: Integrated Development Plan (2017-2018)

2.9 Traditional Leadership

Traditional leaders are the ancient structures that existed in the African communities during the colonial and apartheid era in South Africa (Bekker, 2005:71). Their role was to maintain order and stability in the rural communities and advise on land matters (Reddy and Shembe, 2016). With the introduction of the democratic order in 1994, the new government incorporated traditional leadership structure under local government as a role player in community development for the rural areas. The roles of this structure are also endorsed by the Traditional Leadership and Governance Framework Act 41 of 2003, to serve the following functions:

- Transformation and democratisation of traditional (rural communities);
- Create traditional councils in the selected provinces of South Africa, especially those that are predominantly rural;
- Define roles and functions of traditional councils under the new democratic dispensation; and
- To forge partnerships with municipalities and work as equal partners in the quest for community development.

The two municipalities that are used as local case studies in this research (Umzumbe and Ray Nkonyeni) regard the role of traditional leaders as pivotal in planning service delivery and the promotion of socio-economic aspiration for the citizens.

Traditional authorities are the mechanisms for public participation in local government in South Africa and some policies support this claim. For example, Nyalunga (2006) pointed out that traditional leaders play a key role in promoting public participation in rural communities and are an important component of a councillors' constituency. The Traditional Leadership and Governance Framework Act of 2003 recognises tribal authorities as traditional councils with important functions linked to local government. The function of traditional councils is to facilitate the involvement of the traditional community in the development of a local government's IDP.

For Umzumbe and Ray Nkonyeni municipalities, traditional leaders have seats in the municipal council, attend council and committee meetings, and bear other council responsibilities, Furthermore, the traditional leaders occupy an observer status during the council meetings Traditional Leadership and Governance Framework Act of 2003.

2.10 Political Representation of Umzumbe and Ray Nkonyeni Municipalities

2.10.1 Umzumbe Municipality

The municipal council is made up of 40 councillors, including 20 ward councillors and 20 proportional representation councillors. The executive committee is made up of eight councillors, all from the African National Congress (ANC).

2.10.2 Ray Nkonyeni Municipality

Ray Nkonyeni Municipality Council is made up of 71 councillors, of which 35 are ward and 35 Proportional Representation Councillors. The executive committee is made up of 11 councillors, (eight from the African National Congress, two from the Democratic Alliance, and one from the Inkatha Freedom Party).

2.11 Statutory Framework for Local Government

The discussion below reflects the constitutional imperatives of local government in South Africa with specific reference to its role in enhancing service delivery and local democracy in Umzumbe and Ray Nkonyeni municipalities.

2.11.1 Constitution (RSA, 1996)

The adoption of the Constitution in 1996 heralded a watershed moment that marked the beginning of the restructuring and transformation of the South African communities. The principal objective was to reinvigorate political, social, and economic aspects and to allow citizens to play roles in building and developmental and democratic state (Sitas, 2011:7). The Constitution (RSA, 1996) became the supreme law of the country, which paved the way for the formulation of legislation to regulate government institution. Chapter 2 of the Constitution (RSA, 1996) enshrines basic human rights that should be prioritised for South African citizens. These rights ensure equality and access to basic community services such as water and sanitation, electricity, human settlement, economic opportunities, and infrastructure development. Chapter 3 of the Constitution explains the relationships between the three spheres concerning the promotion of service delivery. Chapter 7 of the Constitution establishes local government as an independent sphere of government that is located at the community level to facilitate service delivery. This service delivery mandate is, however, a challenge for the small and rural municipalities, such as Umzumbe and Ray Nkonyeni local municipalities due to various reasons that are discussed in the preceding sections of this chapter (Edwards2015).

2.11.2 White Paper on Local Government (1998)

The White Paper on Local Government was formulated in 1998 to provide a framework for local government policies and serve as a cornerstone for local government restructuring and transformation in South Africa (Koma, 2010:14). Furthermore, this White Paper provided a new vision of developmental local government (DLG) to guide the working relationship between municipalities and their local citizens in finding sustainable ways of meeting citizen's needs and to craft strategies to help indigent communities realise their aspirations (Van der Waldt *et al*, 2018). Most importantly, the vision of DLG outlines three approaches that may help municipalities to play developmental roles, namely:

- **Integrated Development Planning (IDP) and Budgetary Systems:** this is essential for the promotion of service delivery initiatives and to engage ordinary citizens in the planning processes of their municipalities;
- **Performance Management Systems:** This is essential for the monitoring of municipal performance and to gauge the priority afforded by municipalities to community development and the realisation of basic human rights; and
- **Public Participation:** this is crucial for sustaining local democracy and to allow citizens to influence service delivery planning and decisions (Van der Waldt *et al*, 2018:47).

DLG emphasises the developmental nature of municipalities as community institutions that strives to improve the quality of lives for indigent communities. Visser's (2005:10) asserts that: "Developmental Local Government is the satisfaction of material needs, improvements of a standard of living and the reduction of absolute poverty. It relates to the improvement of the material well-being of people. A sole focus on the desire to improve the material well-being of people has led to a misguided concept of development, which is referred to as developmentalism".

The idea of social development is also enshrined in the Constitution, as Section 153 imposes developmental duties on municipalities. This is also observed by Gildenhuys (1997) who states that to achieve the general goal of local government, the attainment of a satisfactory quality of life by encouraging people to develop their own physical and mental abilities is essential. Van der Waldt *et al* (2014:46) further postulate that the White Paper on Local Government proposes ways that municipalities can establish smooth relationships with citizens who are the voters, consumers, and end users of municipal services.

2.11.3 Local Government: Municipal Systems Act: 32 of 2000

The Local Government: Municipal Systems Act (32 of 2000) is the framework for municipal planning, budgeting, performance management systems, and the effective use of resources (Constitution RSA, 1996). These components are essential to the successful management of municipalities in South Africa. Furthermore, they are central in the provision of municipal services effectively, efficiently, and economically. This legislative imperative also highlights the need for participatory governance in the form of public participation. It envisages public participation as a cornerstone of local democracy (Van der Waldt, 2014:37). The role of public participation in the municipality is required in the areas of budgeting systems, financial management, strategic planning, and IDP formulation. Furthermore, it enhances good governance by instilling the values of transparency, openness, consultation, accountability and the Rule of law. The Act has been amended to incorporate the need for relevant qualifications to the incumbents who deal with financial matters (RSA, 2011).

2.11.4 Local Government: Municipal Structures Act: 117 of 1998

The practice of public participation became a structured and institutionalised process with the introduction of democracy and the promulgation of the Local Government: Municipal Structures Act. Most importantly, the Act contributed to the establishment of municipal councils across the country. It was assumed that through municipalities, citizens may elect their own representatives (mayors and councils) to co-ordinate community development initiatives. Friedman (2004:30) asserts that the Local Government: Municipal Structures Act (amended in 1999 and 2000) is explicit about the roles of citizens' participation in local government affairs, namely:

- Contribute to the decision-making process of the municipality;
- Be informed of the decisions of the municipal council; and
- Disclose the state of affairs of the municipality.

Furthermore, the Act classifies municipalities into three categories, namely: 'category A' municipalities, with a sub council or ward participatory system, and 'category B' municipalities, with a ward participatory system. It further states that the executive committee or executive mayor must annually report on the involvement of communities and community organisations in the affairs of the municipality. Section 19 (2) (c) of the Act provides that a municipal council must

annually review its processes for involving community. The ward committee structure is a preferred mechanism through which citizens may participate in local government affairs.

2.11.4 Municipal Financial Management Act: 56 of 2003

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

- Revenue adequacy and certainty;
- Sustainability;
- Effective and efficient use of resources;
- Accountability, transparency and good governance;
- Equity and distribution;
- Development and investment; and
- Micro-economic management.

The Municipal Finance Management Act is significant in how it transforms how municipalities manages their financial affairs. “It also focuses on sound outcomes as well as rules and procedures, and on a long-term strategic planning rather than one-year line-item budgets and establishes municipal practices that are rooted in a culture of performance and regular reporting” (Van der Waldt, 2014:37). It also introduces a performance-based system focusing on outputs and measurable objectives which will enable municipalities to maximise their capacity for service delivery (Van der Waldt, 2014).

2.11.5 National Development Plan: Vision 2030

The National Development Plan (NDP) was introduced by the National Planning Commission of South Africa in 2011 to set out the service delivery vision for South Africa in 2030. The central raised by the NPC in formulating NDP was that poor governance and failing service delivery can undermine South Africa’s constitutional democracy, if unchecked (NPC, 2011). For this reason, the government aims to engage various stakeholders and communities towards service delivery planning and the intensification of social institutions (Zerenda, 2014:37). To abolish the social inequalities created by the apartheid regime, the NPC (2011:457) states that the South African

government is committed to construct more united and equitable communities in which socio-economic opportunities are not determined by race, sexual orientation, cultural, or religious background. For this to happen, local government is expected to play a leading role in terms of engaging citizens in service delivery planning and entrenching democratic values at the community levels (NPC, 2011:458).

2.12 Service Delivery Planning in Ray Nkonyeni and Umzumbe Local Municipalities

The concept of ‘service delivery’ across the globe is used to explain the physical distribution of tangible and intangible services to the people, especially those who were marginalised and excluded by imperialism, colonialism and apartheid hegemonies. The type of services that are delivered to the people include human settlement, water and sanitation, infrastructure development, and socio-economic opportunities. The establishment of the local government sphere in South Africa in 1995 paved the way for the majority of citizens to benefit with municipal services (Moyo, 2005:16). In the light of current service delivery challenges that are experienced by the majority of municipalities in South Africa, this study aims to develop a normative model that will assist municipalities to improve their service delivery mandate. Therefore, an analysis of service delivery in both municipalities (Ray Nkonyeni and Umzumbe) is provided below:

2.12.1 Ray Nkonyeni Local Municipality

When compared to Umzumbe Local Municipality, Ray Nkonyeni Local Municipality has achieved some milestones as far as service delivery is concerned. The municipality has thus far provided reasonable quality and quantity of clean drinking water to a large majority of its communities (IDP, 2017:178). For communities located in the most desolate areas, and where water supply is scarce, the municipality provides water tankers so that communities can access clean water (IDP, 2017:182). While unemployment is a critical challenge that affects most municipalities, Ray Nkonyeni has prioritised LED as a policy initiative to create job opportunities for unemployed citizens (IDP, 2017:103). The formulation of the Expanded Public Works Programme (EPWP) is another mechanism through which the municipality aims to create sufficient job opportunities for its citizens. According to the Community Survey of 2017, Ray Nkonyeni residents have, since the establishment of the new local government system in 1995, benefited in terms of integrated government services and infrastructure that is comparable to urban communities (Statistics South Africa, 2017:12). This survey reveals that electricity supply is estimated at 84% and water supply 86% in the municipality. Despite this progress in terms of service delivery, Ray Nkonyeni is not exempt from common challenges of limited financial

resources and the unfunded mandate that is experienced by the majority of municipalities (IDP, 2017:221). However, there are good lessons that can be emulated from this municipality in terms of resource management and the priority that is accorded to service delivery.

2.12.2 Umzumbe Local Municipality

Umzumbe is the largest and least-developed local municipality under uGu District Municipality (IDP, 2017:195). It extends over an area estimated to be 1221 square kilometres with only 1% being a semi-urban area. The large area of the municipality is under traditional councils. For example, the IDP of the municipality states that out of 20 wards that compose the municipality, 16 of them are under traditional councils (IDP, 2017:5). The access to sanitation in the municipality improved from 26% in 2011 to 67% in 2017, with the installation of pit latrines (Statistics South Africa, 2017:13). Furthermore, there has been a reasonable supply of water in the municipality. For example, the number of households accessing clean piped water increased from 36% in 2011 to 64% in 2016 (Statistics South Africa, 2017:16). These improvements reflect the commitment of the municipality to implement the vision of Developmental Local Government (DLG), which all municipalities must strive to achieve. According to this vision, municipalities must work consistently to fulfil socio-economic aspirations for indigent communities. In terms of economic development, the municipality prioritises community entrepreneurship through small, medium, and macro enterprises (IDP, 2017). This is essential to enhance the economic base of the municipality, thus creating adequate employment opportunities.

2.13 Integrated Development Planning in Local Government

In line with the recommendations of the Local Government: Municipal Systems Act, municipalities are required to formulate integrated development planning (IDP) as an instrument through which service delivery can be facilitated and citizens engaged in local government affairs (Engelbrecht, 2017:109). In addition, the Development Bank of Southern Africa (DBSA), 2000:5 defines IDP as a tool to manage local government affairs so municipalities can initiate strategic directions to address service delivery and socio-economic initiatives for local communities more holistically. Notably, IDP emphasises the inclusion of ordinary citizens in the strategic planning, budgetary and monitoring, and evaluation processes of the municipal activities. Since local government is the sphere closest to the citizens in their respective communities, it is essential that citizens participate in influencing policy decisions that affect their lives.

2.13.1 Principles of Integrated Development Planning

Van der Waldt *et al.*, (2018: 113) highlights four principles that aim to facilitate service delivery and transform municipalities to play a leading role in the quest for the creation of a developmental state.

Integration and Sustainability: Despite 25 years of South African democracy, social inequalities marked by the lack of decent service delivery and equal socio-economic opportunities remain. This situation is further ignited by the fact that municipalities, especially those located in rural communities, lack capacity and resources to mobilise communities to realise their potentials. Municipalities, regardless of their geographical position, are required to fulfil their service delivery mandate which is enshrined in Chapter 7 of the Constitution (RSA, 1996). However, this mandate is not as easy as it may seem. Many aspects must integrate before municipalities can delivery services more effectively and efficiently. For this reason, Nolan and Pfeiffer (2012:112) consider the role of IDP in integrating all municipal systems, including performance management, prudent financial reporting, monitoring and evaluation and the active role of various municipal stakeholders.

People-Centred Development: The formulation of the White Paper on Local Government (WPLG) in 1998 demonstrated the government's efforts for people-driven development. This White Paper makes provision for a democratic local governance system to promote and prioritise development that is concomitant with the needs of the people at community levels (Khan, 2016:2). Furthermore, the WPLG (1998) endorses the view that, since local government is located at community levels, it should contribute holistically to their socio-economic development and transform lives for indigent communities.

Peace and Security: Van der Waldt *et al.*, (2018:113) observe that municipalities are involved in the maintenance for peace and security. The Africa Institute of South Africa (2018) argues that peace and security in South Africa and abroad is essential to link human security with development while being instrumental in the eradication of violent conflict and poverty.

Nation-building: To overcome the legacy of apartheid, which distorted South Africa's social patterns and contributed to inequalities, municipalities are regarded as ideal institutions for building united and progressive societies (Human Science Research Council, 2017:85). The concept of nation-building is broadly supported by various government and non-governmental institutions and is entrenched in the Constitution. For example, through co-operate governance,

the government aims to integrate all stakeholders in planning for service delivery (Pieterse, 2015:62).

According to Ajam (20012:9), he indicates that, for municipalities to exercise the above-mentioned principles, the issue of capacity and the revitalisation of the entire local government sector will have to be considered. Most municipalities do not play any roles in the quest for nation-building or people centred-development due to the shortage of resources and lack of skills. In the light of the current study, these principles are essential to pave way for the theory suitable for the study and to propose a normative model that may assist local government to improve its service delivery planning.

2.13.2 Public Participation in Integrated Development Planning

Building local democracy is a central role of local government. This view is articulated in Section 152 of the Constitution (RSA, 1996) where it states that “local government should encourage the involvement of communities and community organisations in local government affairs” (RSA, Constitution, 1996). The role of citizens in local government affairs should include active participation in the IDP processes and advising municipalities on urgent community needs, thus avoiding the escalation of service delivery protests. Both municipalities (Ray Nkonyeni and Umzumbe Local Municipalities), through recommendations of the Local Government: Municipal Systems Act, have established public participation committees whose roles include devising mechanisms for public participation in the strategic planning of municipalities. Furthermore, these municipalities ascribe to the stipulations of the White Paper on Local Government (1998) that define the developmental role of municipalities in meeting the urgent needs of communities. Despite the common challenges of insufficient resources, unfunded mandate, and lack of expertise in some critical areas, municipalities in South Africa (to some extent) have achieved the constitutional mandate of service delivery. This is particularly true of Ray Nkonyeni municipality.

2.13.3 Local Economic Development

Local economic development (LED) was introduced in the late 1980s as a pro-poor empowerment strategy that seeks to address socio-economic challenges through job creation and poverty alleviation for indigent communities (Reddy and Wallis, 2011:53). For LED initiatives to be successful, municipalities and their partners (private and business sectors, Non-Governmental Organisations and (NGOs), other interested parties) are required to work collectively and mobilise resources more effectively and efficiently (Rodriguez, 2012:8). For Scheepers and Monchusi

(2002:82) LED is a “process managed by municipalities in accordance with the economic component of their constitutional mandate to promote social and economic development”. From this conceptualisation, the role of LED in the municipality cannot be overemphasised owing to its potential to improve economic conditions for the needy communities. The LED strategies of Ray Nkonyeni and Umzumbe municipalities is regulated by Ugu South Coast Development Agency (USCDA). This agency serves as a government’s initiative to unlock economic prosperity by accelerating investment and entrepreneurial opportunities Furthermore, the agency collaborates with economic development institutions of the KwaZulu-Natal Province (IDP, 2017). It also makes provision for the economic ventures that the District aims to implement (IDP, 2017). The rationale for LED initiatives in uGu District stems from the realisation that unemployment and poverty are the primary contributors the social ills (crime, lawlessness and drug abuse) that dominate the municipal areas of jurisdiction. The LED strategy of the district municipality, through its inclusiveness and quality of technical input provides the basis from which government, in partnership with business and other stakeholders can enhance the practical and realistic economic development and job creation initiatives, Swinburn *et al/* 2006:1

2.13.3.1 Local Government Improvement Strategies

In light of the challenges affecting local government, improvement strategies have been developed since 1994. These strategies are discussed below and include Project Consolidate (2004-2006), Local Government Turn-Around Strategy (2009), Operation Clean Audit (2012), and the Back to Basics Initiative (2014).

2.13.3.2 Project Consolidate (2004-2006)

South African municipalities in rural areas have since their inception experienced serious challenges compared to their counterparts in urban areas. Lack of capacity, financial constraints, lack of innovation due to the lack of technologies, and the lack of skills are among the challenges affecting efficiency and effectiveness of these municipalities (Department of Provincial and Local Government, 2007:108). The current context of Umzumbe and Ray Nkonyeni municipalities reflect these challenges which Project Consolidate was formulated to address. Despite institutional and service delivery challenges, through this project, Umzumbe and Ray Nkonyeni managed to establish its structures and systems and to align its operations with the legislative imperatives of local government. Performance Management Systems were created to enhance the role of the officials in service delivery. Project Consolidate has expired in principle, however, it has laid foundations for the slight improvements in local government.

2.14 Local Government Turn-Around Strategy

The outcomes of the local government survey in 2009 indicated that the South African local governance system was in distress and failing to respond to local government objectives of providing sustainable services and promoting socio and economic opportunities for the citizens. Service delivery protests were also identified by the survey as a threat to South Africa's constitutional democracy. In response to these challenges, the Local Government Turn-Around Strategy (LGTAS) was formulated to boost competency in local government. Van der Walldt (2014) states that "the strategy was intended to ensure the effectiveness, efficiency and professional delivery of public services". COGTA (2009:12) outlines the following key factors for the formation of LGTAS:

- Insufficient human and financial capacity to deliver on the constitutional and legal mandates and on citizen expectations;
- Certain municipalities have failed to manage their powers and functions and related responsibilities because of over-complexity in the system;
- Little positive impact on coordinated and cooperative governance through either national inter-governmental systems, political leadership, inter-governmental forums, sector engagements which led to instability between spheres of government and a lack of governance or policy coherence;
- Weak oversight, supervision, support, intervention mechanisms across government which led to weak council leadership over their administrations in the best interests of certain municipalities;
- Opportunities for fraud and corruption, poor ethical behaviour, poor values, weak accountability frameworks and political factionalism which can result in territorial economic elites;
- Uneven response to demands of rural and urban environments: no policy focus to address issues of service delivery capacity requirements; and
- Poor growth and lack of opportunities particularly in small towns and rural areas and a weak integrative focus between Integrated Developments Plans and Local Economic Development Plans.

It is evident from the above-mentioned factors that the government had a clear vision for addressing local government challenges in South Africa. However, the lack of capacity for most municipalities to implement this vision was a major setback for local government.

With regard to the implications of the LGTAS in Umzumbe and Ray Nkonyeni municipalities in 2010, uGu District Municipality which houses these two municipalities adopted a strategic plan led by the LGTAS steering committee. The purpose of this steering committee is to ensure the district's commitment to implement the LGTAS is achieved. To this end, it can be highlighted that through the LGTAS, the district municipality and its local municipalities have achieved some milestones in addressing administrative challenges (IDP 2015-2016).

2.14.1 Operation Clean Audit (2012)

Poor municipal financial management that culminates in perennial poor audit outcomes is a critical challenge facing the South African government (Deloitte, 2012). Against this background, in 2012, the Auditor General introduced Operation Clean Audit (OCA) to streamline the finances of municipalities with the practices of good governance and the Municipal Finance Management Act (56 of 2003). To address the challenge of financial maladministration, the OCA was premised on the vision that by 2014:

- There would be a significant reduction in the number of complaints by people about local government;
- The outstanding municipal consumer debt, which stood at R41 billion, would be reduced by half.
- All municipalities should achieve clean audits and fraud and corruption should be curbed.
- There would be a significant reduction in the number of service delivery protests.

The year 2014 which was set for the realisation of this vision has passed and local government continues to face challenges of financial maladministration, poor service delivery, and service delivery protests. It can, therefore, be concluded that, like most policies formulated to improve the status of local government, OCA has also failed to deliver as expected. This raises concerns about the future of local government as the sphere 'closest' to the people in South Africa, DM Powell, M O'Donovan, Z Ayele, and T Chigwata (2014).

2.14.2 Back- to -Basics Initiative (2014)

Guided by the vision of Developmental Local Government, seeking to promote an effective working relationship between citizens and municipalities, the South African local government

systems have played a vital role in transforming its societies from the apartheid legacy to the democratic governance system in which service delivery is a basic human right. In this regard, municipalities have served as a preferred vehicle for the delivery of services. However, it cannot be concluded yet that local government has performed at the satisfactory level in which the delivery of such services reaches all communities. The Back to Basics initiative of COGTA was formulated in 2014 to assess what had been achieved by local government thus far and to devise corrective strategies in solving the existing challenges (COGTA, 2014:9). The assessment identifies three categories of municipalities. For example:

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

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

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

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

The above improvement strategies (Project Consolidate, LGTAS, Operation Clean Audit, and the Back to Basics initiative) have contributed to improvements at local government. However, it is imperative to mention that while accountability and the quality of management at local

government clearly leave much to be desired, the real problems confronting local authorities actually exist in the macro-economy, implying that the challenges facing national government also impact heavily on local government and affects its operations.

2.15 Chapter Summary

This chapter has described the rationale for local government in South Africa. The demarcation of municipal boundaries was done to ensure that the government impact is felt by the wider community. The legislative framework discussed in this chapter indicates the processes that should be carried out by municipalities when delivering services. The current challenges in local government began around 2004. Upon realisation of these challenges, in 2004 the government introduced Project Consolidate. This was mainly targeted at rural municipalities. In 2009, the LGTAS was introduced to enhance efficiency and effectiveness in local government. In 2012, OCA was formulated to improve financial management systems. The Back to Basics initiative is the last improvement strategy to be formulated in local government. Judging by the increasing number of service delivery protests, these strategies have failed to yield positive results (Hungwe, 2017:1-2). The following chapter focusses on service delivery planning in both municipalities and the theoretical framework which underpins this study.

Chapter Three

Theoretical and Conceptual Approaches to Service Delivery Implementation in Umzumbe and Ray Nkonyeni Municipalities

3.1 Introduction

The previous chapter set out the literature review to address the problem statement of the study. This current chapter focusses on the key aspects of service delivery planning and implementation in the two municipalities used as case studies in this research. The literature presented in this chapter is vital to identify service delivery gaps in both municipalities and to propose a normative model for service delivery improvement in both municipalities. Furthermore, the public value theory is presented in this chapter, which suggests various ways in which local government may reinvigorate the principles of public administration that promote good governance and ethical leadership on service delivery matters in the public institutions. In this study, local government (municipalities) may derive some lessons for service delivery improvement when guided by the precincts of public value theory.

3.2 Conceptualisation of Service Delivery

The advocates of public administration resonate that the concept of the 'state' or 'government' emerged a few centuries ago to respond to the political, social, and economic needs of citizens in their respective communities (Loxton, 2013:231). Similarly, Du Toit and Van der Waldt (2002:81) opine that "governments/states do not exist for their sake, but to enable citizens to attain their highest quality of life". Against this background, service delivery is conceptualised by Pratchett and Wilson (2014:28) as "a set of principles, standards, policies, and regulations that are applied to guide the design of the type of community services desired by citizens in their respective localities or communities". The discussion in the later stage of this chapter highlights the detailed policies, guidelines and frameworks implemented by Umzumbe and Ray Nkonyeni municipalities. Through the concept of service delivery, it can be deduced that the relationships between governments and citizens revolve around service delivery. Holmes (2014:45) orates various roles that are implemented by the government in the quest for quality service delivery. For example, Holmes (2014) regards service delivery as a critical aspect of public administration in which the state exercises its powers through adherence to specific guidelines (policies). In this context, public administration is defined as an activity considered in the delivery of public services (Cloete

and Cloete, 1998:182). This activity embodies the role of public policy implementation and the engagement of various stakeholders in the execution of the service delivery mandate (Cloete and Cloete, 1998:182). It is evident from various literature citations that public policy and policy-making are the cornerstones for service delivery and the satisfaction of human needs. This view is shared by Pieterse and Johnson (2013:107) who postulate that "...government and the activities it undertakes to deliver community services are the products of political dynamics". This implies that service delivery involves rigorous policy process influenced by many bureaucratic processes and stakeholders with vested interests in governance activities and social welfare for their communities. Pieterse and Johnson (2013:107) further explain that service delivery needs to be designed to consider three key aspects, including:

- A well-articulated content of what constitutes service delivery and the type of services that governments provide to their constituencies;
- Roles that should be played by service providers and recipients in service delivery activities; and
- Quality standards that should respond to the issues of sustainability and levels of satisfaction by service delivery recipients.

The above-mentioned aspects of service delivery resonate with the South African context of service delivery, in that the Constitution (RSA, 1996) outlines them as critical considerations in service delivery planning and implementation by municipalities Pieterse and Johnson (2013:107). Failure to adhere to these constitutional imperatives of service delivery is a currently contested issue, which in many instances results in service delivery protests at the community levels. The exploration of service delivery practices from global, regional, and local perspectives follows.

3.3 Municipal Service Delivery: Global, Regional, and Local Perspectives

Since the 1990s, service delivery challenges in the global context have hindered human development and socio-economic prosperities for both developing and under-developed nations. According to Swanepoel and Hindison (2005:86), the United Nations Millennium Declaration in 1990 was a watershed moment that resulted in the adoption of 17 Millennium Development Goals (MDGs). Through this declaration, the global community pledged commitment to work towards improving education, health, water and sanitation, gender inequalities, economic development and other imperatives for the attainment of basic human rights. The critical milestones, particularly in health, water and sanitation, and the protection of human rights were achieved until the expiry of

the MDGs in 2014. In the context of the Sustainable Development Goals (SDGs) which replaced the MDGs in 2015, the role of the public sector in service delivery is indispensable, however, it is recognised that the expertise of governments and the private sector are critical towards the attainment of the human development vision of the SDGs in 2030. The newly launched United Nation Programme of Public Administration (UNPPA) in 2018 envisages that each sector alone cannot be relied upon to deliver the much-needed services for community development on the global scale. For this reason, public institutions and private sectors should be the intermediates that collaborate endeavours for a sustainable service delivery agenda. The World Bank's Forum on inclusive socio-economic and service delivery in 2017 advocated for close monitoring and evaluation of global partnerships that aim to change how governments deal with service delivery matters. According to this forum, before the adoption of SDGs in 2015, many global service delivery partnerships did not materialise because of the inefficiency and lack of accountability of the public sector. In this regard, the vision of MDGs was poorly implemented and many citizens remained outside the scope of service delivery or received services of lower quality (The World Bank, 2017).

From a regional perspective, the New Partnerships for Africa's Development (NEPAD) commits itself to inclusive service delivery and the promotion of regional integration, human, social, and economic development. However, this commitment is not without challenges. For example, rapid population growth, civil wars, xenophobia, rising levels of poverty, and inappropriate development practices are the main factors that characterise the state of service delivery in Africa. Other factors that have led to continued regional degradation include the impact of drought and other natural disasters, disease, ineffective development policies, unfavourable terms of trade, and the debt burden (Mbeki 2001b).

In spite of the service delivery challenges that engulf the African region, some countries strive to establish adequate systems of local government to improve public service delivery (Commonwealth Local Government Forum, 2014), including Uganda, Namibia, Equatorial Guinea, Mozambique, and South Africa. In Uganda, the local government system is based on the district as the primary unit, under which there are lower-level local governments (sub-county, municipal, division, and town councils) and administrative units (Kiyaga-Nsubuga and Olum, 2009:29). Like other constitutional democracies in the African region, the Ugandan local government system was designed to create opportunities for citizens' participatory democracy in decision-making at all levels and it has been quite successful in this regard. Significant

improvements have been made in water and sanitation, infrastructure development, human settlement, and electricity. According to Devas and Grant (2003:312), there are multiple opportunities for citizens, including the poor, to participate in public meetings and elections, from the village to the district levels. In addition, Uganda is one of several countries advocating for decentralisation practices to promote the accessibility of services to its citizens (Tshiyoyo, 2011:121). Moreover, Ahikire (2002:1) reports that “the decentralisation policy was designed to devolve powers and responsibilities for administration, planning and finance to the local levels where people can participate in the decision-making of their respective areas”. The Ugandan Local Government Act (1997) enshrines the following objectives of local government:

- To facilitates decentralisation responsibilities and powers to all government levels;
- To promote local democracy and citizens participation in their decision-making processes;
- To establish efficient administration that prioritises political and gender issues in local government;
- To create various sources of revenues for maximum service delivery; and
- To provide structured processes for local council’s elections.

The contemporary practices and concepts of good governance and constitutional democracy are the panaceas of political accountability, freedom of association, effective and efficient public sector transformations in Uganda. Local governance and public sector transformation in Uganda are somehow similar to the South African perspective, which is presented in the ensuing discussion.

3.4 Service Delivery in South Africa

As presented in the previous chapter of this study, the South African local government landscape is statutorily obliged to heed legislative requirements concerning service delivery and community development for local communities (Carrim, 2001:2). According to Ceasar and Theron (1999:60), the IDP process is a critical service delivery instrument that requires municipalities to encompass all efforts to prioritise service delivery needs for local communities, especially the poor and those who were previously marginalised by the apartheid legacy (Carrim, 2001:3). IDP is also a process of holistic planning that integrates all aspects of local government, including economic socio-economic, spatial, and institutional issues. Ceasar and Theron (1999) also articulate that “IDP is a structured plan to be followed in future, with common agreement on action to be taken on the

integration of different sectors to achieve the set goals” (1999:61). The IDP process in South Africa also advocates for the Developmental Local Government (DLG) in which municipalities aspire to work closely with local communities, citizens, and community groups in identifying and addressing their service delivery needs so that they may meet their social, economic, and material needs and improve the quality of their lives (White Paper on Local Government of 1998:17). Various pieces of legislation that are discussed in the previous chapter give effect to this concept by aligning service delivery with the broader developmental agenda of the NDP: Vision 2030. Service delivery practices in the two municipalities which are used as a case study in this research are discussed below.

3.5 Comparative Analysis of Service Delivery in Umzumbe and Ray Nkonyeni Municipalities

Local government restructuring and transformation in South Africa, which began immediately after the introduction of the democratic order in 1994, is evident from the dedication and efforts that municipalities continue to make towards service delivery improvements. Despite the common challenges that affect the local government sphere, some municipalities demonstrate an ideal situation of what service delivery should entail.

3.5.1 Human Settlement

Human settlement is defined as the totality of the human community - whether city, town or village - with all the social, material, organisational, spiritual and cultural elements that sustain it. The fabric of human settlements consists of physical elements and services to which these elements provide the material support. Both Umzumbe and Ray Nkonyeni municipalities depend on the grants from the Department of Human Settlements to provide houses for the poor. Since 2000, several units have been built in the various wards that cover both the municipalities.

3.5.2 Water and Sanitation

UGU District is the water entity to all its local municipalities. Within Ray Nkonyeni Municipality, the number of households without access to water is estimated at 10 873 which makes up 13% of the population (Ray Nkonyeni Municipality, IDP, 2017:178). The municipality noted that there are still backlogs in terms of clean water provision to some areas in rural areas. The wards with the biggest water backlog were wards 8, 15, 29, 30, 31, 32, 34, and 35. The other wards with hardship in terms of water access are wards 4, 27, 33, and 36 (Ray Nkonyeni Municipality, IDP, 2017:178). These households use spring, dam and rivers as sources of water and are prone to several waterborne diseases. The municipalities have also made provision of water tankers to

supply water to those communities with little or no access to water (Ray Nkonyeni Municipality, IDP, 2017:178).

The basic water service in Umzumbe is community standpipes within 200m -800m radius of all households. The Community Survey 2016 reveals that access to water within RDP standard (less than 200m radius) decreased from 36% in 2011 to 29% in 2016. The figures also show that the number of households accessing water below RDP standard increased from 64% in 2011 to 71% in 2016, an increase of 7%. This portrays a trend of water sources being further away from the households. The possible reasons for this phenomenon could be the deteriorating quality of water infrastructure and the drought that has affected the entire country in the recent past. However, this calls for further investigation to identify real problems and devise interventions which will ensure that households access water nearby.

3.5.3 Infrastructure Development

Government infrastructure projects are set to boost the economy and have so far created job opportunities to the communities of the Ray Nkonyeni Municipality. There have been at least five huge government infrastructure projects which are said to be around R400 million that began during the year 2018 within the borders of Port Shepstone area, namely the Port Shepstone Maritime Museum, Port Shepstone Library, Department of Education Offices, construction of the Merlewood Primary School, and Justice Park. All four projects have similar positive spin-offs as follows: job creation, tourism benefits, investments opportunities, and skills transfer to the people. The IDP of Umzumbe (2017/18 – 2021/22) indicates no planned capital projects.

3.5 4 Local Economic Development

The main features of the local economy in Ray Nkonyeni Municipality are tourism, commercial, agriculture, manufacturing, and the services sector. Other important economic activities include SMMEs, the informal economy, and the ocean economy. As part of its LED programme, the municipality has made concerted efforts to support SMMEs, co-operatives, and crafters within the municipality. Through its Extended Public Works Programme (EPWP), the municipality provides gap job opportunities to many unskilled especially young people, which is implemented mainly through its infrastructure development and services programme. The main features of local economic development at Umzumbe Municipality are agriculture, mining, manufacturing, and tourism. The contribution of the manufacturing sector within the municipal economy is increasing steadily. The municipality is seeing more youth entrepreneurial initiatives. The municipality has

promoted and marketed outstanding talents within the municipality with the assistance of the Department of Economic Development through exhibitions locally and abroad. The mining sector is also becoming more formal than quarrying as an increasing number of miners have or are in the process of applying for mining licenses which will also boost economic development Ray Nkonyeni Municipality, IDP, 2017:178).

3.6 Service Delivery Monitoring and Evaluation

The section below expands on strategy formulation, crafting, execution, and evaluation for Umzumbe and Ray Nkonyeni municipalities.

3.6.1 Integrated Development Plan Review of Ray Nkonyeni Municipality and Umzumbe Municipalities

Section 28 of the Local Government: Municipal Systems Act stipulates that the municipal council must adopt a process to guide the planning, drafting, adoption, and review of its IDP. Ray Nkonyeni Municipality adhered to this Act as its 2019/2020 IDP Process Plan was adopted in August 2018 by council and submitted to the COGTA, which has informed the current draft IDP. The approach adopted in the preparation of the Draft IDP 2019/2020 was strongly guided by the guidelines prepared by the KZN COGTA as set out in the IDP guide packs and the IDP simplified format. The IDP is in line with the Department of Cooperative Government and Traditional Affairs Guideline for IDP's 2007 / 2008 and beyond. The Umzumbe Municipality has ensured that the IDP is guided by the international, national, provincial, and district policy framework as well as planning principles and legislation. The policies include, among others, the Sustainable Development Goals, National Development, Medium Term Strategic Framework, State of the National Address, Back to Basics Programmes, Provincial Growth and Development Strategy, District Growth, and Development Plan, Umzumbe Municipality IDP (2007-2008)

3.6.2 Customer Satisfaction Surveys at Umzumbe and Ray Nkonyeni Municipalities

In terms of the Batho Pele Principles, consultation implies that citizens should be consulted about the level and quality of public services they receive and, where possible, given a choice about the services that are offered (Moran, 2002; Republic of South Africa, 1997). There are different ways that citizens can be consulted include awareness campaigns, roadshows, customer satisfaction surveys and many other mechanisms. Both municipalities have tried to prioritise customer satisfaction survey, but it was unsuccessful due to financial and human resources constraints.

During the financial year 2018/2019, uGu District municipality conducted a customer care satisfaction survey during mayoral *Izimbizo* focusing on the level of satisfaction with provision of on water and sanitation; the findings of the survey reflected that 75% of the citizens were totally dissatisfied with the service they receive from the municipality in terms of water provision and another 51% raised their concerns about the provision of sanitation.

3.7 Policy synergies between municipalities and KwaZulu-Natal Provincial Growth Development Strategy

The 2011 KwaZulu-Natal Provincial Growth and Development Strategy (KZN PGDS) bolsters the Province’s commitment to achieving the vision of KwaZulu-Natal as a “Prosperous province with a healthy, secure and skilled population, acting as a gateway to Africa and the world”. The PGDS aims to build this gateway by growing the economy for the development and the improvement of the quality of life of all people living in the Province. The Ray Nkonyeni Municipality has aligned itself with PGDS goals.

Below is a table highlighting alignment of Provincial Growth and Development Strategy goals and that of Ray Nkonyeni Municipality IDP interventions.

Table 3.1: The Benchmarking of Ray Nkonyeni Municipality Strategy with Provincial Growth Development Strategy

Provincial Growth and Development Strategy Strategic Goal	Applicability to Ray Nkonyeni Municipality
Job Creation	A substantial percentage of the total population currently lives in poverty.
Human Resource Development	Skills development identified as one of the key interventions.
Strategic Infrastructure	Provision of infrastructure to unlock investment potential identified.
Responses to Climate Change	Environmental management.
Governance and Policy	Skills development identified as one of the key interventions.
Spatial Equity	More focus of land management issues.

Source: Ray Nkonyeni Municipality Integrated Development Plan (2018)

The Umzumbe Municipality has also aligned the PGDS with its IDP and NDP to accelerate service delivery in the municipality

The theoretical foundations that guided this study follow in the ensuing discussion.

3.8 Public value theory

Public value theory is an academic path located within the field of Public Administration (Moore, 1995). Public value theory was developed by Professor Mark Moore in 1995 as an effort to create clean governance based on public accountability. In essence, this theory endorses a view that every financial transaction made by public institutions should add value that transforms the lives of communities (Moore, 2013). In addition, Roger and Naude (2012:1027) conceptualised public value theory as “a normative theory of public management which provides a conceptual framework to inform and inspire reforms and improvements of public services”.

Other authors, including Gains and Stoker (2013:1), opine that public value is a very broad concept that explains to all activities that are performed by government institutions using public resources, (that is their inputs, outputs and outcomes) in an attempt to effect positive changes in the lives of the citizens. In doing so, they contribute to the desired social outcomes. Moreover, public value theory focusses on the role of public managers to add value on the government institutions through enforcing good governance and publicly agreed values of openness, transparency, consultation, justice, and the rule of law at all times (Moore, 2013:27).

However, public managers cannot decide for themselves what public value is composed of; rather, they are expected to engage more actively with the wide range of stakeholders and ordinary citizens in planning and designing the normative values that benefit communities in terms of service delivery and socio-economic opportunities for all. Moore (2017:4) explains that as a theory, public value theory is made up of three strategic components, including:

- A normative framework that guides the ethical conduct of the executive officials in government;
- A yardstick that can be used to measure the impact of government performance, more specifically, “it asks what value is added by any given policy, programme, and agency”; and
- An instrument that measures the perceptions and actions of the citizens when receiving government services.

Considering the vision of the South African government and other developing nations to build developmental states, public value theory is a critical aspect that should be implemented towards the realisation of this vision. Municipalities as cornerstones for service delivery should be

capacitated in terms of financial resources and skills development so that they add value to their communities. The preceding chapter painted a clear picture of the challenges facing Umzumbe and Ray Nkonyeni municipalities to provide quality services. The commitment of various government stakeholders, civil society organisations, and communities is required to boost service delivery capacity in these municipalities. This view is further shared by Moore (2013:1). Public value theory requires strong political leadership and administration to assist organisations to achieve their goals.

Moore (1995) indicates that there are key elements of public value theory that are more relevant to achieve value in any organisation. They are:

- Public value can only be created by public institutions when all three strategic aspects mentioned above in this study are in place. The emphasis on societal rather than individual needs with two dimensions of public value being “What do the public most value?” and “What adds value to the public sphere?” (Benington, 2011). This means that public institutions in addition to providing good quality services to individuals, have a duty to provide broader benefits to the local community as a whole, with such benefits being measurable.
- The role of public managers as “explorers” and “initiators” of public value by looking outward, upward, downward and inward, as co-ordinators of the three elements of the strategic triangle and with an emphasis on political management skills.
- The emphasis on networked governance with public bodies working and leading across organisational boundaries including within a “mixed economy” network of public, private and third sector providers.
- Co-production is core to the creation of public value with public organisations and their providers working with the public and clients in both designing and delivering services.

Although public values in a democracy are typically contested, a relative agreement is discernible from constitutions, legislative mandates, policies, literature reviews, opinion polls, and other formal and informal sources (Beck Jorgensen and Bozeman 2007). Public value creation is the extent to which public values criteria are met, where these are some combination of input, process, output, and outcome measures. Public values are measurable, although there may be disagreements about how the values are to be conceptualised and measured.

3.9 Chapter Summary

This chapter focused on the continuous strides that are undertaken by local government towards providing quality services with specific reference to Umzumbe and Ray Nkonyeni local municipalities. While local government has formulated many service delivery policies, some municipalities have not implemented those policies, hence they experience service delivery challenges. The theoretical framework adopted in this study (public value theory) further aligns with the literature that to improve service delivery, Umzumbe and Ray Nkonyeni municipalities will have to exercise more caution in terms of ensuring good governance and ethical leadership in their operations. The research methodology is presented in the next chapter.

Chapter Four

Research Methodology

4.1 Introduction

This chapter deals with the research methodology and designs underpinning the study, which aims at developing a model for improving municipal service delivery. Methodology is the systematic, theoretical analysis of the methods applied to a field of study. Typically, it encompasses concepts such as paradigm, theoretical model, phases, and quantitative or qualitative techniques. In this study, the research design is presented, and the rationale provided for its selection and use. The research instruments and their roles in the study are clearly explained. The researcher followed proper research ethics as required in scientific research.

4.2 Research as a Concept

Mafuwane (2012:67) observes that different researchers and scholars from the diverse fields of studies have recommended several definitions for the concept of research. Research is defined by Brynard, Hanekom and Brynard (2014:6) as “an organised scientific approach by which data on a phenomenon is gathered and examined, to find out what it says to lengthen the limits of understanding”. For Sharma (2011:1), research is “a procedure to attain a reliable explanation of the problem through the proper planned approaches”. In line with these definitions, Williams (2011:65) defines research as “the process of collecting, analysing, and interpreting data to understand a phenomenon. Williams (2011) further notes that “research is systematic as it involves defining the objectives, managing data, and communicating the findings that occur within established frameworks, and in accordance with existing guidelines.”

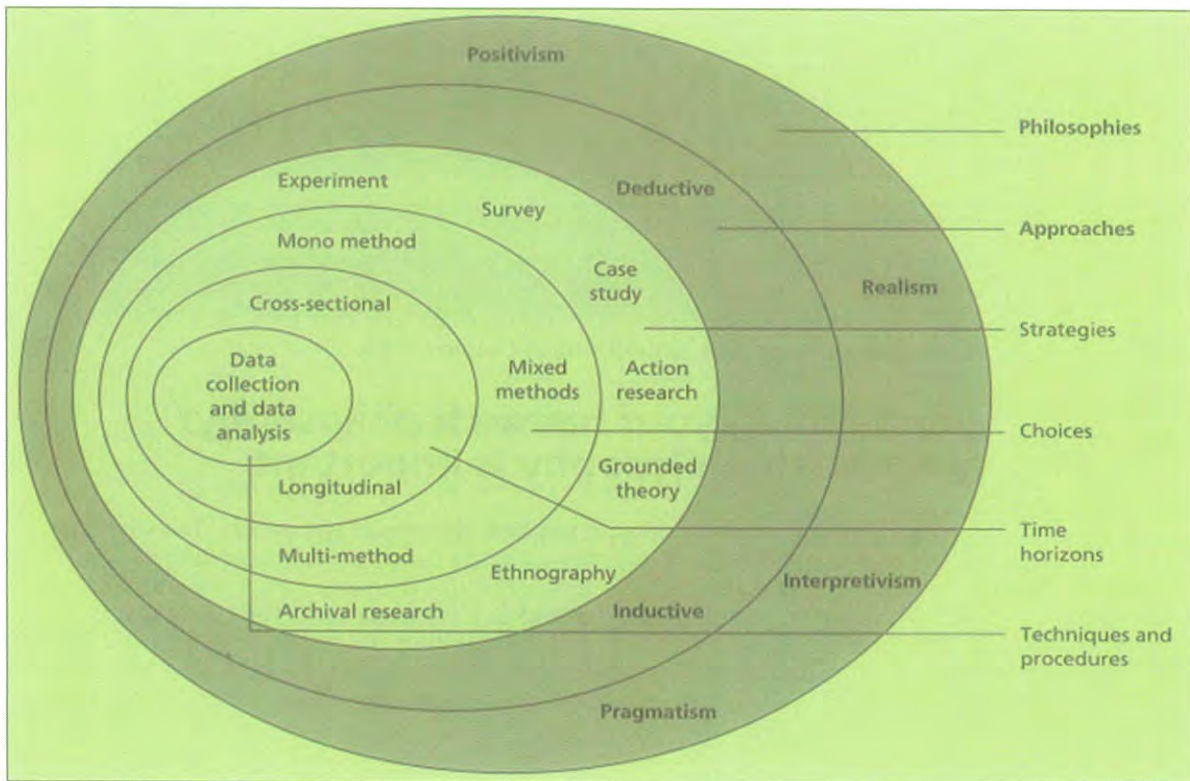
To further advance the understanding of the research concept, Haurovi (2012:99) proposes that every study should have robust structured research design to guarantee validity and trustworthiness of the study. In addition, Vosloo (2014:316) explains that the researcher should be ready to test the research outside the academic world. Hence, in this study, the research concept is applied broadly to study service delivery challenges that affect the majority of the South African communities.

4.3 Research Design

In line with the objectives and key questions underpinning the study, the researcher adopted a proper research design that assisted in reaching solid conclusions towards a model for improving

municipal service delivery to the local citizens. According to de Vause (2001), research design refers to the overall strategy that you choose to integrate the different components of the study coherently and logically, thereby ensuring you will effectively address the research problem; it constitutes the blueprint for the collection, measurement, and analysis of data. Therefore, the study adopted a mixed-method approach as the overall strategy of addressing a research problem.

Figure 4.1: Research Onion



Source: Adapted from Saunders *et al.* (2009:106)

4.4 Research Philosophy

Research paradigms incorporate the fundamental philosophical concepts and values about the nature of reality and the scientific pursuit of knowledge (Katz and Toner, 2010). This study adopted social construction as its philosophical approach to enable the answering of all research questions. Social construction refers to the mapping of the genesis of knowledge, its meaning, and interpretation relative to human relationships (Gergen and Gergen, 2007). Mixed-method research approaches involve the combination of elements of both quantitative and qualitative methods to conduct a research study. The aim of using a mixed-methods approach is to enrich the outcome of the study and provide different dimensions (Taylor, Bogdan and De Vault, 2016). One key point of mixed-method research in how the methods are combined is directly influenced by the

fundamental assumptions underlying the said methods. Furthermore, the extent to which components of a mixed-method research are related to one another is a major concern as this is indicative of the genuine integration between quantitative and qualitative elements to provide a mutually enlightening viewpoint (Bryman, 2007).

According to Taylor *et al.* (2016), mixed-method research is popular among evaluation researchers. Evaluation researchers are more interested in the application of the research in the real world; therefore, a multi-faceted research approach would improve the robustness of the study. It can be argued that mixed-methods, as used by evaluation researchers, is a form of social constructionism as it seeks to gain an understanding of the real world.

4.5 Research Approaches

In more general terms, mixed-method is a type of research design which involves qualitative and quantitative research elements in one study. Creswell (2008) elaborates that mixed-methods research is both a method and methodology for conducting research that involves collecting, analysing, and integrating quantitative and qualitative research in a single study or a longitudinal program of inquiry. The purpose of this form of research is that both qualitative and quantitative research, in combination, provide a better understanding of a research problem or issue than either research approach alone (Creswell, 2008). The use of qualitative and quantitative methods in this study is explained in the section below.

Figure 4.2: The Characteristics of Qualitative and Quantitative Research

No	Description	Qualitative Research	Quantitative Research
1.	Objective	To gain a deeper understanding of underlying of behaviour, belief, experience and reason.	To quantify data and generalise findings to a broader population.
2.	Purpose	To understand why? How? What is the process? What are influence and context?	To test, measure, compare and quantify the problem. How much? How often? What proportion? Relationships of variables
3.	Data	Contextual (theoretical data)	Numerical (quantifiable) data
4.	Population	Small sample size of unrepresentative elements (non-random) Non -probability	Large sample size of representative elements (random) probability
5.	Data Collection Method	In-depth interviews, observations, focus groups, (open-ended questions)	Survey, opinion polls (close ended questions)
6.	Data Analysis	Interpretive analysis	Statistical (descriptive, inferential analysis)
7.	Outcome	To develop an understanding, to explain behaviour, belief, feelings, experience or reasons.	To generalise findings to a broader population

Source: Adapted from Hennink *et al.* (2011:16)

4.5.1 Quantitative Methodology

Leedy and Ormrod (2001) and , Williams (2011) describe the research methodology as the holistic steps a researcher employs in embarking on a study. Therefore, a quantitative research method

deals with quantifying and analysis variables to get results. It involves the utilisation and analysis of numerical data using specific statistical techniques to answer questions like who, how much, what, where, when, how many, and how. It is used to quantify attitudes, opinions, behaviours, and other defined variables – and generalise results from a larger sample population (Leedy and Ormrod, 2001; Williams, 2011). Therefore, in this study, quantitative methodology was used to gauge the perceptions of the general public (residents of Ray Nkonyeni and Umzumbe local communities) about the extent in which poor service delivery affects the citizens. These perceptions were measured through the feedback from the questionnaires administered to them.

4.5.2 Qualitative Methodology

Qualitative methodology can be defined as an approach that seeks to find a deeper understanding of everyday behaviour, and beliefs, exploring the totality of participants' taste and experience of social phenomena within natural settings (Saunders *et al.*, 2012). In addition, Babbie (2014:510) states that qualitative approach is non-numeric, and data is derived from observation and verbal communications. Babbie (2014:19) agrees with Moss (2017:2) that qualitative study offers an opportunity to provide delicate details that outline a phenomenon. Berman (2017:5) adds that qualitative research methodology is suitable in studying “why and how” the situation is happening. Qualitative research is important for inter alia, the following reasons:

- Issues and subjects covered can be evaluated in-depth and in detail;
- Interviews are not limited to particular questions and can be redirected or guided by researchers in real; time.
- The direction and framework of research can be revised quickly as soon as fresh information and findings emerge.
- The data in qualitative research depends on human experience and this is more compelling and powerful than data gathered through quantitative research.
- Complexities and subtleties about the subjects of the research or the topic covered is usually missed by many positivistic inquiries.

Based on the aforementioned advantages, the researcher of the current study was able to collect sufficient data through structured interviews from the municipal officials. The purpose of the qualitative survey was to solicit an in-depth analysis of the roles of the municipal officials in

providing services to the communities of Ray Nkonyeni and Umzumbe municipalities. The research tools used to collect data for the study are explained in more detail in the section below.

4.6 Target Population

Population can be defined as the research object from which the data collection of all the elements was taken (Babbie, 2009:92). Saunders (2012:260) asserts that the total number of individuals (municipal employees) from which a sample is taken is referred to as the population. The target population for this research work comprised of internal and external stakeholders from municipalities. This includes municipal managers, IDP Managers, public participant managers, LED managers, and ward councillors from both municipalities, as well as traditional leaders, NGO officials, and community members. Field (2005:89) states that the target population is the list from which the potential respondents are drawn.

4.7 Research Sampling Strategy

For this section, the researcher expands on sampling methods that are frequently employed in social investigations and the choice of the present study sampling technique.

According to Field (2005:88), sampling refers to a “smaller (but hopefully representative) collection of units from a population used to determine truths about that population”; in other words, sampling is used to reach a specific category and number of respondents. In particular, those who meet the researcher’s requirements for the study. This study focuses on the community members of Ray Nkonyeni and Umzumbe municipalities who receive services from this council and as well as the municipal officials who provide services to such community members.

The research sampling is twofold, namely probability and non-probability sampling.

4.7.1 Probability Sampling

Newman (2008:101) clarifies that probability sampling is one in which every unit in the population has a chance (greater than zero) of being selected in the sample, and this probability can be accurately determined. Furthermore, Babbie and Mouton (2001) state that when every element in the population does have the same probability of selection, this is known as an 'equal probability of selection design. Such designs are also referred to as 'self-weighting' because all sampled units are given the same weight. Probability sampling consists of different types of samplings, namely: simple random, systematic, stratified random, cluster sampling, multistage sampling and multiphase sampling.

4.7.2 Non-Probability Sampling

Non-probability sampling is a method where some elements of the population have no chance of selection (these are sometimes referred to as 'out of coverage'/'under covered'), or where the probability of selection cannot be accurately determined (Newman, 2004). It involves the selection of elements based on assumptions regarding the population of interest, which forms the criteria for selection. Hence, because the selection of elements is non-random, non-probability sampling does not allow the estimation of sampling errors.

The researcher first employed stratified random sampling to pick 57 participants (community members) for the questionnaire survey and later simple random sampling using DeVaus formulae. Since the population under consideration is in different geographical areas of Ray Nkonyeni and Umzumbe municipalities local community, a proportional simple random sample equal to 10% of the target population in each region was selected. Furthermore, purposive random sampling was used to collect data from the municipal officials. This technique uses the researcher's judgment of the situation in selecting as many participants as possible for in-depth investigation (Newman, 2006). Those participating in the studies are chosen with a specific purpose in mind, in the case of this study, it was those participants who have service delivery mandate to the community (municipal officials).

4.8 Determination of Sample Size

The study was mixed-method in nature and suggested two different sample size determination methods which consist of DeVaus formulae and deliberately targeting of key potential participants.

4.8.1 Purposive Sample Size

Purposive sampling is defined by Babbie (2014:199-203) as a process whereby the researcher selects, with a specific purpose in mind, participants who are believed to have the potential to offer the required information. The purposive sampling was deemed relevant for this study in the sense that the study required different categories of members and officials within the municipality, who are directly involved or who will understand service delivery within the organisation. Below is a list of participants that were selected.

4.8.2 Qualitative Research Participants

The researcher equally interviewed seven potential participants from Ray Nkonyeni Local Municipality and seven from Umzumbe Local Municipality as presented in table 1.1.

4.8.3 Stratified and Simple Random Sample Size

Primarily, the study stratified community members as a selection method to quantitatively participate in the study, which produced 57 potential participants. The deprivation of individual chances to be selected was noted as well as a minimal level of bias. The researcher mitigated those gaps by suggesting new sample size determination by employing DeVaus model or formulae (DeVaus, 2014:293)

$$n = \frac{N}{1 + N(e)^2}$$

The statistical notations are explained below:

n= refers to the sample size to be estimated;

N= denotes total population

l= denotes the probability of event occurring

e= denotes the level of precision (5% error term and 95% accuracy level)

$$n = \frac{57}{1 + 57(0.05)^2}$$

$$n = \frac{57}{1.1425}$$

$$n = 50$$

4.9 Research Instruments

Due to the mixed-method nature of the study, the research questionnaires and structured interviews were used to collect data.

4.9.1 Research Questionnaires

A questionnaire is a research instrument consisting of a series of questions and other prompts to gather information from respondents (Creswell, 2008:37). Questionnaires are mainly administered to the respondents to generate statistical analysis. Against this background, the researcher of the current study deemed it necessary to use questionnaires to reflect statistics of citizens who receive services from Ray Nkonyeni and Umzumbe municipalities as well as their perceptions about those

services. A set of 50 questionnaires were administered to community members of Ray Nkonyeni and Umzumbe municipalities.

4.9.2 Qualitative Research Interviews

Research interviews are the face-to-face interactions between research subjects and researchers. Through interviews, researcher aim to solicit information from the respondents with the purpose of reaching conclusions and submit solid recommendations for the problem being addressed by the study. To shed light on research interviews, McNamara (1999:33) elaborates that interviews are particularly useful for getting the story behind a participant's experiences. The interviewer can pursue in-depth information around the topic. For this study, interviews were used to solicit information from the municipal officials of Ray Nkonyeni and Umzumbe municipalities, particularly to understand municipal processes involved in rolling out services to local municipalities of Ray Nkonyeni and Umzumbe area. Finn and Jacobson, M. (2008) outline the following advantages for using interviews as a data collection tool:

- useful for gaining insight and context into a topic;
- allows respondents to describe what is important to them;
- useful for gathering quotes and stories.

In light of the current study, the researcher used interviews to gain deeper insight into local government and service delivery issues in South Africa and in smaller municipalities such as Ray Nkonyeni and Umzumbe. Furthermore, research interviews were able to guide the researcher to gain deeper insight into service delivery planning in both municipalities. There are three types of research interviews

According to Brynard *et al.* (2014:42), scholars are encouraged to use interviews to gather information, not because other procedures are viewed as inappropriate, but that interviews are exceptionally useful methods to protect and value study material. Structured interviews were used by the researcher to collect data from municipal officials, including municipal stakeholders of Umzumbe and Ray Nkonyeni municipalities. These respondents are directly involved in the implementation of service delivery initiatives. Structured interviews, semi structured, unstructured
Semi

4.10 Data Analysis

Analysing data is an important skill for any professional. The existence of data in its raw collected state has very little use without some sort of processing. Due to the mixed-method approach adopted in the study, data analysis was conducted in two different approaches. Qualitative data was analysed through thematic analysis. Quantitative data was analysed through Social Package for Social Science.

4.10.1 Quantitative Data Analysis

Since the study combined the qualitative and quantitative approaches (the mixed-method study), data was analysed in two phases. Firstly, the thematic analysis was employed to analyse primary data from qualitative interviews. Secondly, the Statistical Package for Social Sciences (SPSS) was used to analyse secondary data from the quantitative questionnaires. In addition, it imports data from a variety of sources. For this study, the input of 50 members of the community was analysed and interpreted through tables and graphs as shown in chapter five of this dissertation.

4.10.2 Qualitative Data Analysis

4.10.2.1 Thematic Analysis

Thematic analysis is the most common form of analysis in qualitative research. It emphasises, pinpointing, examining, and recording patterns (or ‘themes’) within data (Rubin and Rubin, 1995). Themes are patterns across data sets that are important to the description of a phenomenon and are associated with a specific research question (Spradley, 1999:202) Intertwined with conceptualisation, Braun and Clarke 2013 state that thematic analysis is a system of “identifying, analysing and reporting patterns (themes) within data”. It minimally organises and describes your dataset in (rich) detail. However, frequently it goes further and interprets various aspects of the research topic. For this study, the key element that informed data analysis and responds to the study questions involved issues of service delivery at local government with specific reference to Ray Nkonyeni and Umzumbe municipalities. Therefore, issues emanating from the literature and empirical research included the role of local government and its external stakeholders in service delivery, key areas of service delivery in Ray Nkonyeni and Umzumbe municipalities (for instance, water, electricity, housing, infrastructure development and LED), the role of community participation in enhancing service delivery, and the role of IDP in steering service delivery. Chapter four of this dissertation provides more information of data analysis through thematic analysis.

4.10.2.2 Data Quality Control

Nowell, Norris, White and Moules (2017:3) maintain that data control measures are concerned with acceptability, consistency, and usefulness of the study. De Vault (2011:1) argues that in qualitative studies the researcher is concerned with issues of trustworthiness of the study, while in quantitative studies the researcher is concerned with issues of validity and reliability (Creswell, 2014:201).

4.10.2.3 Qualitative Data Quality Control Measures

Trustworthiness can only be achieved through credibility, transferability, dependability, and conformability. These concepts are explained below:

4.10.2.3.1 Credibility

Anney (2014:272) describes credibility as the confidence that the study will yield true results. Raynold (2011:252) advises that to maintain credibility the researcher should make sure that the results obtained in the study can be trusted and can be applied by other researchers in different situations yet yield the same results. To ensure credibility in this study, the researcher made sure that suitable research design and data collection tools were chosen to collect information on all the relevant OSS stakeholders.

4.10.2.3.2 Transferability

Raynold (2011:252) describes transferability as relating to the extent to which the study yields the same results that even other readers can use to generalise the results of other studies. Anney (2014:277) agrees that the study results need to produce the same results even if transferred to other research participants.

4.10.2.3.3 Dependability

According to Anney (2014:278), dependability means the stability of the study findings even when applied by different researchers over time. Anney (2014:278) further elaborates that the researcher is required to control data in a way that the results obtained in the study will be true and consistent even if conducted by other researchers. In this study, the researcher used the combination of different data collection instruments (interviews and questionnaires) to ensure that accurate results were obtained.

4.10.2.3.4 Conformability

Conformability is defined by Anney (2014:279) as the degree to which the study findings could be confirmed by other researchers and readers. Raynold (2011:252) further agrees that conformability relates to the extent to which the study is connected to the research problem being studied and should confirm the effectiveness of the research instruments.

4.10.3 Quantitative Data Quality Control Measures

The quantitative data quality control techniques that were observed in the study are discussed below:

4.10.3.1 Ensuring Validity and Reliability

According to Creswell (2014:201), validity addresses the issue of whether the study is actually measuring what it has set out to measure. The commonly used types of validity are construct validity, content validity, and criterion-related validity. On the other hand, reliability refers to the dependability of the measurement of the phenomenon. The types of reliability are parallel forms of reliability, test-retest reliability, internal consistency reliability, and inter-rater reliability

4.11 Research Ethical Considerations

The information collected from the respondents was used for research purposes only. The respondents were informed in advance about the research project, its purposes and processes to be followed and that they may withdraw at any time if they feel that the interview threatens or infringes on their constitutional rights. Sekaran (2003) asserts that primary data collected from human objects through questionnaire distribution and interviews is a harmless process, provided that privacy is respected, anonymity and confidentiality is assured, permission is obtained, and informed consent is not compromised. The researcher fully adhered to the ethics codified act as detailed hereunder.

4.11.1 Obtain Permission

In line with ethical considerations guiding social research, the study obtained permission from Ray Nkonyeni and Umzumbe municipalities (see annexures). The permission to interact with the respondents was also granted by the office of the research ethics at the University of Kwa Zulu Natal (see annexures).

4.11.2 Ensuring No Harm

The ethics code places a heavy duty to the researcher to ensure zero harm and, if there is minimal harm, it must be disclosed to the participant through informed consent (Saunders *et al.*, 2009:154). The researcher followed the general principles of research ethics that no harm should befall the research subjects, and that subjects should take part freely, based on informed consent (Welman, Kruger and Mitchell, 2005: 181).

4.11.3 Anonymity and Confidentiality

The researcher designed the research instrument in a manner that demographic data section guarantees respondents anonymity and traceability of sources of response (Mouton, 2003:243).

4.11.4 Informed Consent

The researcher employed informed consent document to disclose all necessary information (nature and purpose) pertaining to the investigation under study before participant decide on taking part or not.

4.12 Chapter Summary

This chapter has discussed the methodological approach and design which guided the study. The study used mixed-methodology due to its potential for collecting sufficient and reliable data through quantitative and qualitative methods. Furthermore, the chapter has discussed the flow of research process in this study. For instance, the research tools which are aligned with the nature of mixed-methods study is discussed. These are the interviews and research questions. Due to the methodological approach of the study, the analysis of data through Microsoft Excel and thematic analysis is rationalised. Finally, research sampling and research ethical code in the study is explained.

Chapter Five

Data Presentation, Analysis, and Interpretation

5.1 Introduction

The previous chapter dealt with the methodological approach adopted by the researcher to collect data for this study. This chapter deals with three key aspects, namely data presentation, analysis, and the interpretation of findings. It begins with a broad description of the study site (Umzumbe and Ray Nkonyeni municipalities) and then identifies present qualitative and quantitative data. The quantitative data is presented in the form of exploratory sequential analysis focused on the comprehensive analysis of results by refining statistical information, and analyses participants' views in-depth. For qualitative findings, the matrices are formulated to demonstrate the correlation between findings and research objectives that guided the study.

5.2 Case Context of Umzumbe and Ray Nkonyeni Municipalities

The case context of Umzumbe and Ray Nkonyeni municipalities is presented in the ensuing discussion.

5.2.1 Ray Nkonyeni Local Municipality

Ray Nkonyeni Local Municipality is classified by Local Government Municipal Structures Act 117 of 1998 as a 'Category B' or local municipality within uGu District Municipality. It is situated in Port Shepstone in the Southern part of the KZN Province. Its population is estimated to 256 135 people, mainly dominated by Black Africans at just over 82%, Whites almost 12%, and 6% of the Indian population (IDP – 2017-2018). Ray Nkonyeni municipality has the highest population compared to the other five family local municipalities. The municipality consists of 36 wards and nine towns, including Hibberdene, Port Shepstone, Shelly Beach, Uvongo, Margate, Rams gate, South Broom, Port Edward, and Eziqoleni. The hilly inland region of the municipality is largely under the ownership of tribal authorities. These traditional areas are KwaXolo, KwaNzimakwe, KwaNdwalane, KwaMadlala, KwaMavundla, KwaLushaba (Oshabeni), KwaMthimude KwaNyuswa, and Kwa Cele (IDP – 2017-2018).

Concerning socio-economic development, the Ray Nkonyeni Municipality serves as the economic hub of the uGu District and is the most developed compared to the other five local municipalities within the district (IDP, 2017-2018) The Provincial Growth and Development Strategy (PGDS)

and the National Spatial Development Framework (NSDF) (2016) state that one of the primary development corridors has extended from Durban into uGu District. The municipality is located in this important development corridor and transport route in the District (IDP, 2016). The main features of the local economy in the area are tourism, commercial, agriculture and some limited manufacturing centred around Port Shepstone/Marburg and Margate/Manaba (IDP, 2016). Other economic activities in the municipality include fishing and craft and various informal economic activities. Through its Extended Public Works Programmed (EPWP), the municipality provides job opportunities to many unskilled citizens (IDP, 2016).

5.2.2 Umzumbe Local Municipality

Umzumbe Local Municipality is one of the four local municipalities within the District of uGu (IDP, 2018/2019). It is the largest municipality within the district and covers a vast rural area of some 1260 square kilometres with approximately 1% representing the semi-urban area. The municipality incorporates seven traditional authority areas comprising 20 municipal wards. The municipality strives to promote people-centred development, acceleration of service delivery and sustainable local development, however, due to poverty in Umzumbe Municipality, the majority of people live under conditions which are in dire need of basic community services, including decent human settlement, clean piped water, dignified sanitation system, and infrastructure development. Despite the commitment of the municipality to provide quality services, the citizens do not access such services equitably as enshrined in the Bill of Rights in Chapter 2 of the Constitution (RSA, 1996).

Various strategic documents of the municipality, including IDP (2018-2019), Spatial Development Framework (2019) and Service Delivery Implementation Budgeting Plan (SDBIP) (2019) allude to the implementation of service delivery programmes and project to ameliorate socio-economic ills that engulf the municipality. In a broader context, the main challenges facing the municipality relate to service delivery backlogs and lack of socio-economic opportunities such as employment and business opportunities.

The escalation of service delivery protests in the area denotes the lack of communication between the municipality and residents of Umzumbe. Ngwane (2014) claims that many protests should be preceded by an 'all protocols observed' poster as much protest emerged from fruitless engagements with council through established structures. It can therefore be deduced that Umzumbe Local Municipality has not yet fully implemented the service delivery mandate which

is enshrined in Chapter 7 of the Constitution (RSA, 1996). The map of Ray Nkonyeni and Umzumbe municipalities is shown below in figure 5.1.

Figure 5.1 The Map of Ray Nkonyeni and Umzumbe Local Municipality under uGu District:



Source: Adapted from uGu District Municipality, Final IDP (2017:21)

While the Umzumbe and Ray Nkonyeni municipalities shown in figure 5.1 have implemented most of their development strategies, the challenges of poor service delivery still engulf the municipalities. Qualitative data findings are presented below.

5.3 Presentation of Qualitative Data

The qualitative methodology was used to collect empirical data for the study. The purpose of the empirical survey was to contribute towards devising a service delivery model that can accelerate service delivery in local government, with specific reference to the municipalities that are used as a case study in this research. According to Kothari (2004:3), qualitative design is “concerned with matters of rich and quality as well as discovering the underlying motive based on the reasons for people to think and behave in a particular manner”. For Kumar (2011:25), empirical research is conducted to collect accurate, sound, and reliable information that may assist in addressing poor

service delivery in the municipal areas as articulated in the problem statement of this study. The qualitative data was gathered through face-to-face interviews with municipal officials, municipal managers, IDP managers, public participation managers, and LED managers as well as NGOs, traditional leaders, and councillors.

Using interviews as qualitative data collection instrument is recommended by Saunders, Lewis, and Thornhill (2009:318) as an essential method to allow the researcher an opportunity to listen to the views of the research participants about the topic being pursued in the study.

Table 5.1 below reflects the participants of the qualitative interviews for the study, namely, internal municipal officials (two municipal managers, two IDP managers, two public participation managers, two LED managers, an external municipal stakeholder, two ward councillors, two NGO members, and two traditional leaders.

Table 5.1: Participants of the Qualitative Interviews for the Study

Research Participants	Area / Municipality	Number of Participants
Internal Municipal Stakeholders (IDP, manager, public participation manager, municipal manager, LED manager)	Umzumbe Municipality	4
	Ray Nkonyeni Municipality	4
External Municipal Officials, NGOs, traditional leaders, councillors	Umzumbe Municipality	5
	Ray Nkonyeni Municipality	5
Total	Both municipalities	18

Source: Adopted from Fieldwork Enquiry (2019)

As indicated in the table above, a total of 18 research participants were interviewed during August 2019. The total number of research participants that were interviewed was determined by their availability and willingness to participate. The interviews were conducted individually with the research participants. The interviews with the officials were conducted in the comfort of their offices, while other participants (external municipal stakeholders) were interviewed at places of their choice.

The table below demonstrates the interaction between emerging themes and sub-themes of the study with research objectives and research questions.

Table 5.1: Interactions Between the Emerging Themes and the Sub-Themes of the Study with Research Objectives and Research Questions

<p>Research Objective One: To determine the extent to which Ray Nkonyeni and Umzombe municipalities align their operations with local government legislation for transforming service delivery systems.</p>	<p>Research Objective Two: To examine factors affecting the implementation of service delivery strategies in Ray Nkonyeni and Umzombe municipalities.</p>	<p>Research Objective Three: To evaluate the efforts dedicated by the central government towards capacity building for municipalities from the year 2000 to date.</p>	<p>Research Objective Four: To measure the state of readiness for Ray Nkonyeni and Umzombe municipalities to implement the development framework of the NDP vision in 2030.</p>	<p>Research Objective Five: To propose a normative model that may assist to improve service delivery in local government with specific reference to Ray Nkonyeni and Umzombe municipalities.</p>
<p>Research Question One: To what extent do Ray Nkonyeni and Umzombe municipalities align their operations with local government legislation for improving service delivery systems.</p>	<p>Research Question Two: What are the impacts of service delivery improvement strategies since the inception of local government in the year 2000 for Ray Nkonyeni and Umzombe municipalities?</p>	<p>Research Question Three: What efforts have been dedicated by the central government towards capacity building for municipalities from the year 2000 to date.</p>	<p>Research Question Four: What is the state of readiness of Ray Nkonyeni and Umzombe municipalities to implement the development framework of the NDP vision in 2030?</p>	<p>Research Question Five: Which model can be proposed to improve service delivery in Ray Nkonyeni and Umzombe municipalities?</p>
<p>Emerging Theme One: The alignment of municipal operations with local government legislation.</p>	<p>Emerging Theme Two: Service delivery improvement strategies in local government.</p>	<p>Emerging Theme Three: The local government capacity-building from 2000 to date.</p>	<p>Emerging Theme Four: Progress towards the implementation of NDP: Vision 2030 in local government.</p>	<p>Emerging Theme Five: Normative model for service delivery improvement in local government.</p>

Source: Data Interpretation and Analysis of the Study (2018)

5.4 Qualitative Data Analysis and Discussions

The qualitative data was elicited from the municipal officials, municipal managers, IDP managers, public participation managers, and LED managers as well as NGOs, traditional leaders, and councillors.

The thematic analysis procedure was used to analyse data. Thematic analysis is explained by Nowell *et al.* (2017:2) as a technique of data arrangement that provides a comprehensive description by organising and summarising large volumes of facts collected in the field. Participants were asked to respond to a set of questions. During data collection, the research ethical conduct that deals with issues of anonymity, confidentiality, informed consent, and the protection of participants was strictly observed by the researcher.

Matrix 5.4.1: The extent to which Ray Nkonyeni and Umzumbe municipalities align their operations with local government legislation for transforming service delivery systems

Variable	Response	Source
Alignment between service delivery systems and local government policies	<i>“Whatever projects and decisions are aligned, the municipality follow municipal government legislation which are Municipal Systems Act, Municipal Structures Act, Municipal Finance Management and Constitution.”</i>	RNM O. 1,2, 4,
	<i>“Municipal Finance Management Act compels the municipality to follow the financial and supply chain processes, the municipality has various systems in place as per MSA.”</i>	RNM O. 3,5
	<i>“The municipal manager is hands-on in making a point that the municipality aligns itself with legislation; this evident through the awards the municipality is getting at a provincial level.”</i>	RNM S 1
	<i>“All operations of the municipality are guided by the local government legislation.”</i>	UMZUO1
	<i>“The municipality has to align itself because they need to comply with the legislation to avoid audit queries.”</i>	UMZUO 2
	<i>“The municipality must employ skilled people with proper qualifications so that they would be able to align the operations with legislation’.</i> <i>“The municipality aligns itself with pieces of legislation, the challenge is the incapacity of political leadership to understand the legislation, qualifications must be looked at when deploying councillors to the municipality.”</i>	UMZUS 1 UMZUO 3

Matrix 5.4.1 is linked to objective one of this study which sought to assess the extent to which Ray Nkonyeni and Umzumbe municipalities align their operations with local government legislation to transform service delivery systems. The findings of the study revealed that both municipalities have to some extent managed to align their operations with the legislation regulating service delivery. The municipal officials also revealed that the Constitution (RSA, 1996), Local Government: Municipal Systems Act 32 of 2000, Municipal Finance Management Act 56 of 2003, Municipal Structure Act 117 of 1998, and the White Paper on Transforming Public Service Delivery (WPTPSD) (1997) serve as a framework for service delivery planning and implementation. The role of policy and legislative framework in service delivery is elaborated by

Mogale (2003:229) that legislative measures became essential to realise developmental local government objectives.

Matrix 5.4.2: Factors affecting the implementation of service delivery strategies in Ray Nkonyeni and Umzumbe municipalities

Variable	Response	Source
Implementation of service delivery policies in Ray Nkonyeni and Umzumbe municipalities	<i>“Lack of qualified employees in critical positions, insufficient resources, corruption, and undue political interference.”</i>	RNMO1,3,6
	<i>“Incapacity by municipal officials who does not understand their roles and responsibility they have been given.”</i>	RNMS 1
	<i>“Lack of awareness by community members about local government operations and functions.”</i>	RNMO 5
	<i>“The capacity of the municipality to collect revenue is also another challenge.”</i>	UMZO 1,2
	<i>“The interference of councillors in the work of the officials because they wanted to benefit financially is also another problem.”</i>	UMZO 1,3,7
	<i>“Umzumbe municipality depends on grants from government, they don’t have sources of collecting revenue. The limited budget makes it a problem to deliver service.”</i>	UMZS 1,2 UMZO 6

Matrix 5.4.2 presented findings that relate to objective two of the study which sought to examine the factors affecting service delivery, policies, and strategies in both municipalities. The respondents cited several issues such as limited budget, shortage of resources, threats from the communities, corruption, incapacity of officials and councillors, and the interference of councillors in the work of the officials as the major challenges. The failure of communities to pay for service provided by municipalities is also another factor According to Gwayi (2010), some of the causes of poor service delivery include councillor interference in administration, inadequate public participation, inadequate alignment of budget with the requirements of the central government, lack of political and administrative leadership, inadequate infrastructure, and shortages of skills. Both municipalities must implement the following strategies developed by government to improve service delivery: the first is Project Consolidate, which involves initiatives to improve revenue

collection in municipalities specifically water supply; while the second is the Local Government Turnaround Strategy. Van der Waldt (2014) states that “the strategy was intended to ensure the effectiveness, efficiency and professional delivery of public services”. They should also consider Operation Clean Audit, a plan that was originally conceived to try to achieve clean audits in all municipalities and Back to Basics, which was a plan formulated in 2014 to conduct an assessment of what has been achieved by local government thus far and to devise corrective strategies in solving the existing challenges (COGTA, 2014:9)

Matrix 5.4.3: Efforts dedicated to local government capacity building from 2000 to date

Variable	Response	Source
Capacity building for service delivery improvement	<i>“Training on back to basic five pillars is conducted to empower the officials.”</i>	RNMO 1,3,4
	<i>“Stakeholders are trained on Municipal Systems Act.”</i>	RNMO 2, 6
	<i>“KZN COGTA has also role out capacity building which was attended by all stakeholders within the municipal.”</i>	RNMO 5,9
	<i>“The ward committees are trained on several modules to empower them to understand their roles and responsibilities.”</i>	RNMS 1,2
	<i>“Engagement of stakeholders to understand their roles in strengthening local government mandate.”</i>	RNMO 8
	<i>“SALGA involvement is very crucial to empower municipalities to understand their core mandates.”</i>	RNMO 7

Matrix 5.4.3 presents findings on the prioritisation in capacity development in local government for service delivery acceleration. The respondents agreed that the lack of capacity-building in local government is a critical challenge many municipalities in the KZN Province. For this reason, they stressed the need for municipalities to design capacity development programme that can empower municipal officials, including councillors, various stakeholders, and communities. Morgan (2006:16) orates that capacity building is viewed as part of development in an institutional practice, and that facilitating capacity building in local government should include a holistic approach that is aligned with IDP and many strategic frameworks.

Matrix 5.4.4: Progress towards NDP Vision 2030 implementation in Ray Nkonyeni and Umzumbe municipalities

<i>Variable</i>	<i>Response</i>	<i>Source</i>
Progress towards NDP implementation in Ray Nkonyeni and Umzumbe municipalities	<i>“The municipality starts at ward level where they involve communities to develop ward-based plan, which is a plan that this reviewed annually, the ward development plan is a plan of the ward.”</i>	RNMO 1, 3
	<i>“The IDP of the municipality is informed by the inputs that are on the ward development plan.”</i>	RNMO 2,4
	<i>“The municipality has developed a local economic strategy, which guides on how economic development and empowerment can be done by the municipality.”</i>	RNMO 6
	<i>“The municipality is on the right track aligning itself with the NDP: Vision 2030.”</i>	RNMO 1, 2, 3
	<i>“The municipality is also looking at municipal transformation and organisational development.”</i>	RNMS 1,2
	<i>“Municipal financial viability and management is done properly; all supply chain processes are followed as they are.”</i>	UMZO 1

Matrix 5.4.4 reveals the progress made by both municipalities toward NDP implementation. While there has been no significant achievement in this regard, both municipalities have structures and systems in place for the successful implementation of NDP (IDP, 2017:13).

Matrix 5.4.5: Service delivery processes in Ray Nkonyeni and Umzumbe municipalities

<i>Variable</i>	<i>Response</i>	<i>Source</i>
Service delivery processes	<i>“The municipality follows IDP process to conduct mayoral Izimbizo.”</i>	RNMO 1, RNMSr 3
	<i>“The municipality visits traditional leaders, (induna and Amakhosi) to report about a project that is going to start.”</i>	RNMO 1
	<i>“The municipality works with the communities in the beginning of the year to develop IDP which is a 5-year plan, followed by a strategic planning to put IDP into practice, priorities of the term are then identified which will be prioritised and budgeted for.”</i>	RNMO 2 RNMS 1
	<i>“The municipality begins by listening to the people to get their needs through Izimbizo, ward committee meetings, war rooms and community meetings.”</i>	RNMO 2
	<i>“The IDP forums are conveyed and ward development plan are developed, thereafter the municipality will identify projects to be delivered in that particular period.”</i>	RNMS 2
	<i>“The municipality conducts roadshow which is mayoral Izimbizo and IDP/budget roadshow to listen and inform people about service that is going to be delivered in that particular period.”</i>	RNMO 3
	<i>“The municipality follows IDP process, it follows section 25 of the systems act, conducts strategic plans, consult stakeholder using process plan, follow targets that are on the SDBIP.”</i>	RNMS 4 RNMO 4

The findings reflected in matrix 5.4.5 reveal the processes that both municipalities undergo for ensuring quality service delivery in their areas of jurisdiction. IDP framework in both municipalities was a common strategic framework that informs service delivery. The matrix also reveals that public participation through *Izimbizo* (traditional gatherings), budget roadshows, and stakeholder engagement forums as a cornerstone for promoting local democracy in service delivery implementation Nzimakwe (2008:44),

Matrix 5.1.6: Service delivery challenges confronting Ray Nkonyeni and Umzumbhe municipalities

Variable	Response	Source
Service delivery challenges	<i>“The councillors sometimes gives officials challenges because they want things to be done in their own wrong ways not taking advice from officials.”</i>	RNMO 1,3,4
	<i>“The issue of limited budget compromises the implementation of delivering services.”</i>	RNMO 1, 2,3
	<i>“The officials are oppressed by councillors; everything needs to start with them.”</i>	RNMS 2.4
	<i>“The incapacity of officials and councillors deployed in strategic positions leads to a failure to provide services to the people.”</i>	RNMS 1,3
	<i>“The beaurocracy in supply chain process which takes a long process before a service is delivered.”</i>	UMZO 4
	<i>“Political interference is a barrier to the provision of services; it disturbs the work ethics of the officials. Officials are forced to make wrong decisions because of fear of losing their jobs.”</i>	UMZS 1,
	<i>“Corruption, insecurity, shortage of tools of trade compromise the provision of services to communities.”</i>	UMZO 1, 4
	<i>“The municipality is poor and does not have source of collecting revenue, they only rely on grants provided by government, which make it a problem for official to provide services.”</i>	UMZS 1
	<i>“Shortage of human resource in units, financial constraints, lack of awareness by community members on services to be provided for them.”</i>	UMZS 2, 3
<i>“The challenge is the tools of trade and resources to provide services, treats from those who are not happy about services and shortage of human resources.”</i>	RNMO 1, 2,3	

In line with objective number two of this study, the findings point to the challenges experienced by municipalities to provide quality services. These include political interference by politicians with the administrative arrangements for service delivery. In many instances, councillors bypass

the established regulations and undermine the authority of the municipal officials. Furthermore, the issues of laziness by political leadership was mentioned as something that needs to be addressed as a matter of urgency. Aminu Zaman (2010) indicates that some of the critical institutional challenges facing service delivery at the level of local authorities include limited manpower and resources.

Matrix 5.4.7: Public participation as an instrument for improving service delivery in Ray Nkonyeni and Umzumbe municipalities

Variable	Response	Source
Public participation and service delivery	<i>“To involve communities, the municipalities conduct Izimbizo twice a year which is Mayoral Izimbizo and IDP and budget roadshow.”</i>	RNMO 1,
	<i>“The municipality conducts Izimbizo, community meetings and COGTA assists in providing monitoring of the functionality of ward committees.”</i>	RNMS 2,4
	<i>“The speaker conducts meetings with ward councillors periodically.”</i>	UMZS 3
	<i>“The municipality has conducted a ward-based planning, the majority of the people in the ward participated in the process and it helps and gives opportunity to the community to indicate services they want in the area.”</i>	UMZO 2
	<i>“Public participation strategy outlines how the stakeholders must be consulted, how Izimbizo should be conducted including IDP/Budget roadshows.”</i>	UMZO 3

The findings in matrix 5.4.7 reveal that public participation is a common strategy used by both municipalities to engage its communities in service delivery planning. Public participation in these municipalities explains processes that should be followed for IDP formulation and inviting public input for all relevant stakeholders. Masango (2002:54) submits that to ensure that the needs and aspirations of the people are taken into consideration during the policy-making and implementation processes, there should be constant interaction between the governors and the governed. According to Midgley *et al.* (1986:26), community participation requires that the

community should have an effective role in choosing developmental programs, contribute to the implementation of the decisions, and derive benefits from these programs.

Matrix 5.4.8: Role played by different external municipal stakeholders to improve service delivery

Variable	Response	Source
External Municipal Stakeholders and service delivery	<i>“The municipality works with sector departments which provides different services, it also works with traditional leadership and business communities.”</i>	RNMO1, RNMS2
	<i>“The municipality works with traditional leadership and government departments who provides different service.”</i>	RNMS 1
	<i>“The municipality works with provincial departments that deliver various services; the key one is the department of transport which provides roads and human settlement which provides houses. COGTA provides support and monitoring, Public works delivers infrastructure, health provides clinics and health education and the business forum.”</i>	RNMO2,3,4 RNMS 3,4
	<i>“The municipality works with traditional leadership, church leaders, business and sector departments; they provide services as per their mandate.”</i>	RNMS ,2
	<i>“The municipality works with NPOs, NGOs, government departments, traditional leadership, faith-based organisation and business.”</i>	UMZO 1 and 4 UMZS 3, UMZS 3
	<i>“The municipality works with youth, people with disability, business, uGu municipality and business.”</i>	UMZO 2

The findings captured in matrix 5.4.8 reveal that municipalities also rely on the support provided by their stakeholders in the acceleration of service delivery to communities. While municipalities still experience challenges, it can be deduced that they are in a good trajectory to turn around their service delivery systems and benefit wider communities. In this regard, the role played by COGTA and other provincial departments is widely acknowledged in both municipalities.

5.5 Quantitative Data Presentation, Analysis and Discussion

Data analysis and interpretation is explained by Du Plooy (2014:100) as the fundamental phase in the research practice as it forms the basis for conclusions and recommendations of the study. Du Plooy (2014:100) further points out that information gathered during the interviews and

questionnaires needs to be carefully analysed and interpreted to communicate coherent results that are associated with the framework of the study. Wagner *et al.* (2012:176) agree with the previous argument by pointing out that data is analysed and interpreted to attain the utmost meaningful evidence. Nevertheless, Wagner *et al.* (2012:176) suggest that the researcher should be careful in analysing data because incorrectly captured information before the analysis could be wrongly interpreted, which might disrupt the validity of the study results. It was indicated earlier that quantitative data presentation involves summarising numerical data. This study seeks a model for improving municipal service delivery through a comparative study of Umzumbe and Ray Nkonyeni municipalities.

5.6 Presentation of Quantitative Data

According to Creswell (2014:292), interpretation in quantitative studies refers to the process whereby the researcher draws conclusions from the hypothesis, research questions, and the larger meanings of the study. The quantitative data was gathered from a randomly selected sample of fifty (50) participants; 25 from Ray Nkonyeni Municipality and 25 from Umzumbe Municipality. The purpose of the quantitative survey was to find a model for improving municipal service delivery through a comparative study of Umzumbe and Ray Nkonyeni local municipalities.

The Statistical Package for Social Sciences (SPSS) data analysis technique was used to analyse data. SPSS is defined by Arkkelin (2014:3) as a multipurpose technique that allows many different types of data breakdown, transformation, and many forms of output. Presentation of quantitative data in response to the research questions is presented through tables and graphs. This practice is recommended as the most effective way of presenting statistical data and is efficient in terms of identifying the correlations between variables (Lee, 2017:267-276). Furthermore, Elliot (2016:49) emphasises that graphs are often used in conjunction with statistical procedures to visually explain or support findings obtained from the hypothesis testing or descriptive studies. The quantitative analysis of the study is presented below.

5.7 Quantitative Data Analysis and Discussions

5.7.1 Response Rate

As shown in table 5.1 below, the quantitative data was collected from 50 targeted respondents consisting of 25 community members from Ray Nkonyeni Municipality and 25 from Umzumbi Municipality. All 50 questionnaires were distributed to participants and all of them returned, which enabled the researcher to record a 100% response rate. Community members were given structured questionnaires with a set of questions to respond to.

Table 5.1: Response Rate

Indicator	Targeted Respondent	Returned data instrument	Valid Responses	Response Rate (%)	
Quantitative Instrument (questionnaire)		50	50	50	100%
Qualitative Instrument (interview sheet)		14	14	14	100%
Total		64	64	64	100%

Source: Research Findings (2019)

The SPSS technique was used to present empirical data collected from these 50 community members. Data was presented in the form of tables, pie charts, and graphs. The use of tables and graphs is the most effective way of presenting statistical data (In and Lee, 2017:267-276). Furthermore, all relevant research ethical issues concerning the protection of participants were strictly observed by the researcher.

Table: 5.2. Gender Distribution of the Participants

The figure below depicts the gender distribution of participants in both Ray Nkonyeni and Umzumbe municipalities:

Gender distribution in both municipalities				
Ray Nkonyeni Local Municipality			Umzumbe Local Municipality	
Males	60%		Males	48%
Females	40%		Females	52%
Total	100%		Total	100%

Source: Research Findings (2019)

The table above depicts that at Ray Nkonyeni Municipality, 60% of males participated in the study compared with Umzumbe Municipality with 44%. The high population size for males in Umzumbe Municipality is attributed to the economic hub of the municipality. The majority of males have migrated from their rural areas to seek employment in this municipality. The Stats SA Census (2011) indicates that the male population of Ray Nkonyeni Municipality was 36% while at Umzumbe it was 22%. Furthermore, the number of women who participated in Umzumbe is 56% compared to 40% from Ray Nkonyeni Municipality. The larger percentage of Umzumbe is because that Umzumbe is a rural municipality, and the majority of women are unemployed compared to Ray Nkonyeni Municipality. Stats SA Census (2011) further indicates that the population of females is 54% compared to 46% of males.

Table: 5.3 Racial Background of the Participants

The table below depicts the racial composition of participants of both Ray Nkonyeni and Umzumbe municipalities:

Race representation in both municipalities				
Ray Nkonyeni Local Municipality			Umzumbe Local Municipality	
African	52%		African	100%
Indians	8%		Indians	0%
Coloureds	4%		Coloureds	0%
Whites	36%		Whites	0%
Total	100%		Total	100%

Source: Research Findings (2019)

Table 5.3 displays that the majority of participants in the study were Africans with 100% in Umzumbe because of its rural nature and 52% at Ray Nkonyeni Municipality followed by 36% whites, 8% Indians, and 4% Coloureds. Umzumbe has 100% Africans because it is a predominantly African community. This variable is a key element in local government, since the apartheid local government was structured to divide the citizens socially, economically, spatially, and racially to ensure that only a small minority of South Africans benefitted from the development and resources of this country (Makgoba, 2013:1).

Table 5.4: Percentages of Age Distribution Of Participants

The table below reflects the age distribution of the participants from both Ray Nkonyeni and Umzumbe municipalities:

Age distribution in both municipalities				
Ray Nkonyeni Local Municipality			Umzumbe Local Municipality	
20-29	0%		20-29	16%
30-39	12%		30-39	24%
40-49	12%		40-49	8%
50-59	36%		50-59	20%
60+	40%		60+	32%

Source: Research Findings (2019)

Table 5.3 portrays that the majority of participants were between the ages of 50 years with 36% and 60 years with 40% at Ray Nkonyeni, compared to 50 years with 20% and 60 years with 32% at Umzumbe Municipality. This means that in both municipalities, the majority of people who participated in the study were adults. The figure also reveals the high percentage of youth from Umzumbe compared to Ray Nkonyeni Municipality Youth; 16% between the age of 20-29 of youth from Umzumbe and 24% between the age of 30-39, compared to RNM with 12%. These findings were also confirmed by the IDP document of both municipalities that the population of the municipalities consisted of diverse characteristics in terms of age groups, cultural and socio-economic backgrounds, and political affiliations (IDP, 2016).

Table 5.5: Educational Background Of Participants

The table below shows the educational background of participants from Ray Nkonyeni and Umzumbe municipalities:

Educational level in both municipalities				
Ray Nkonyeni Local Municipality			Umzumbe Local Municipality	
No Education	0%		No Education	4%
Primary Education	4%		Primary Education	20%
Secondary Education	48%		Secondary Education	64%
Tertiary Education	48%		Tertiary Education	8%
Other (Informal)	0%		Other (Informal)	4%
Total	100%		Total	100%

Source: Research Findings (2019)

According to the findings, participants had educational backgrounds of varying levels in both municipalities. At Ray Nkonyeni Municipality, no participants had no formal education while at Umzumbe the number was 4%. 20% at Umzumbe have primary education while at Ray Nkonyeni Municipality the number is 4%. The majority of participants had secondary education with 48% at Ray Nkonyeni Municipality and 64% at Umzumbe Municipality. The last category is people with tertiary education with 48% at Ray Nkonyeni Municipality and 8% at Umzumbe Municipality. The study conducted by the World Bank (2016) also confirms that educational levels are critical for community development and positive lifestyles of the communities in both developing and underdeveloped countries

Table 5.6: Employment Background of Participants

The figure below shows the employment background of participants from Ray Nkonyeni and Umzumbe municipalities:

Employment level in both municipalities			
Ray Nkonyeni Local Municipality		Umzumbe Local Municipality	
Unemployed	36%	Unemployed	68%
Private Sector	24%	Private Sector	0%
Public Sector	16%	Public Sector	28%
Other (self-employed)	24%	Other (self-employed)	4%
Total	100%	Total	100%

Source: Research Findings (2019)

Table 5.6 reveals that the majority of participants in the study are unemployed with the majority from Umzumbe with 68% and Ray Nkonyeni with 36%. The reason for Umzumbe's high percentage is the lack of employment opportunities in the area because of its rural nature. The other participants are employed in private sector with 24% at Ray Nkonyeni Municipality and none at Umzumbe. Others are employed by the public sector - Ray Nkonyeni Municipality have 28% and Umzumbe 16%. The last group is participants who are self-employed with 24% at Ray Nkonyeni Municipality and 4% at Umzumbe Municipality. Census 2011 revealed that of the people (90603) at Umzumbe who were eligible to work, only 14% are employed, 15% unemployed, 16% discouraged work-seekers, and 87% are not economically active. In this situation, women seem to fare worse.

Figure: 5.1 The Status of Service Delivery in both Ray Nkonyeni and Umzumbe Municipalities

The figure below depicts the status of service delivery to the communities of Ray Nkonyeni and Umzumbe municipalities.

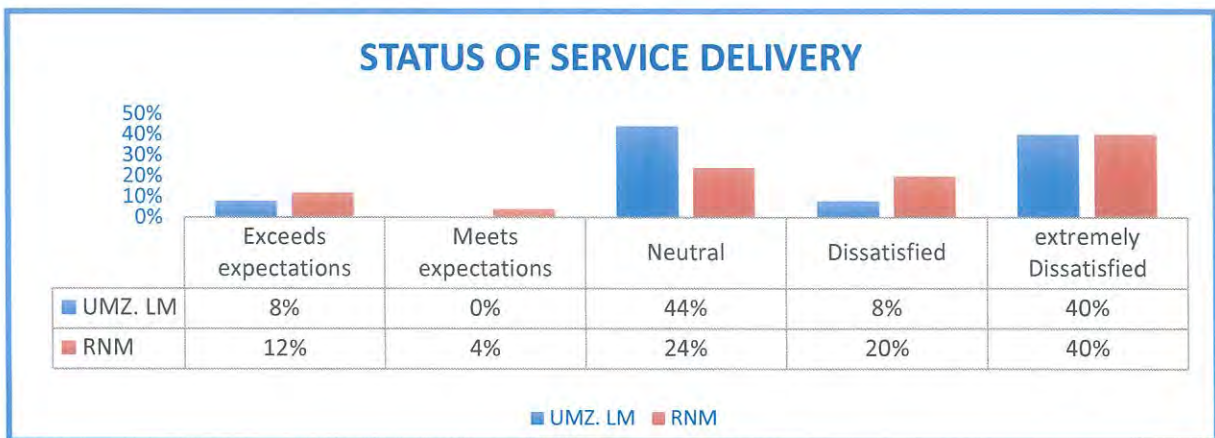


Figure 5.1 reveals that the majority of the people in both municipalities are extremely dissatisfied with the provision of services; 40% in both municipalities indicate extreme dissatisfaction, and 20% at Ray Nkonyeni Municipality and 9% at Umzumbe indicate dissatisfaction. The other percentage of participants are neutral with 42% at Umzumbe and 23% at Ray Nkonyeni Municipality who are not sure whether the municipalities are doing well. This simply means that both municipalities are not fulfilling their constitutional obligations. Being the government closest to the people, it is to be expected that a core function of municipalities is the rendering of a variety of basic but essential services to the community within its jurisdiction (Roux, 2005:69). Van der Waldt (2006) asserts that local government is at the coalface of public service delivery. This view is also articulated by Thornhill (2008:492), stating that local government is often the first point of contact between an individual and a government institution. Therefore, it is also often argued that local government is government closest to the people

Table 5.7: Level of Satisfaction with the Commitment of Ray Nkonyeni and Umzumbe Municipalities to Providing Quality Services.

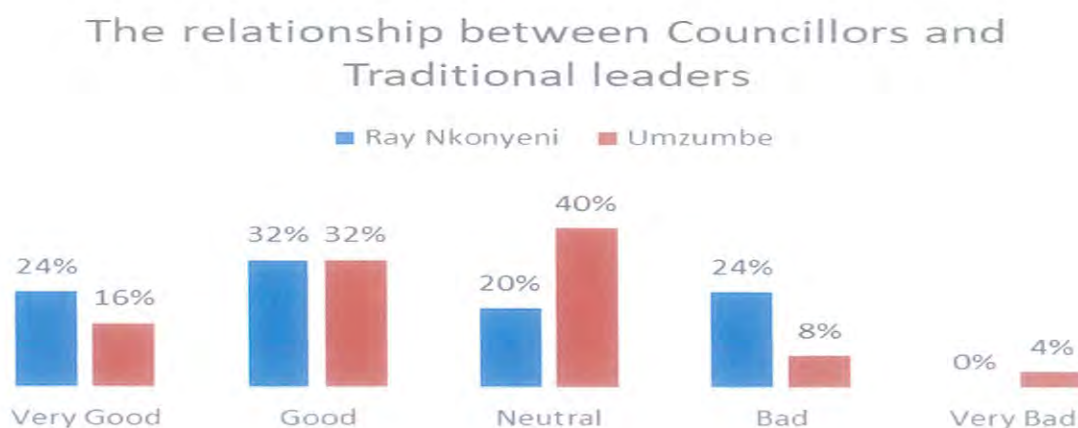
The table below shows the level of satisfaction from communities by the commitment of Ray Nkonyeni and Umzumbe municipalities to providing quality services.

Satisfaction level on service delivery	Ray Nkonyeni Municipality		Umzumbe Municipality	
	Frequency	Percentage	Frequency	Percentage
Extremely satisfied	3	12%	2	8%
Satisfied	5	20%	10	40%
Neutral	8	24%	8	32%
Dissatisfied	6	32%	4	16%
Extremely dissatisfied	3	12%	1	4%
Total	25	100%	25	100%

Source: Research Findings (2019)

Figure 5.2: The Relationship Between the Municipal Councillors and Traditional Leaders in Ray Nkonyeni and Umzumbe Municipalities

The figure below indicates the status of relationship between the municipal councillors and traditional leaders of Ray Nkonyeni and Umzumbe municipalities.



The study also seeks to know the relationship between councillors and traditional leadership regarding the provision of municipal services. The majority of the respondents indicate that the relationship is good: 24% of Ray Nkonyeni and 16% of Umzumbe indicate that relationship is very good, and 32% of both municipalities indicate that the relationship is good. Some respondents were neutral with Ray Nkonyeni having 20% of people who are neutral and 40% of people of Umzumbe who are also neutral. Some respondents indicated that the relationship is bad; 24% of Ray Nkonyeni and 8% of Umzumbe municipality. Councillors must work closely with traditional leadership because they understand communities better. Khoza (2001: 43) also maintains that the institution of traditional leadership needs to adopt the role as a fundamental actor in local level service delivery and work closely with councillors. Chapter 12 of the Constitution (RSA, 1996) recognises the existence, institution, status and role of traditional leadership according to customary law. Section 212 (1) stipulates that, “National legislation may provide for a role for traditional leadership as an institution at local level on matters affecting local communities” (RSA, 1996, 126).

Figure 5.3: The Effectiveness of the Community Participation Strategy of Umzumbe and Ray Nkonyeni Municipalities

The figure below indicates the level of effectiveness of the community participation strategies of both Ray Nkonyeni and Umzumbe municipalities.

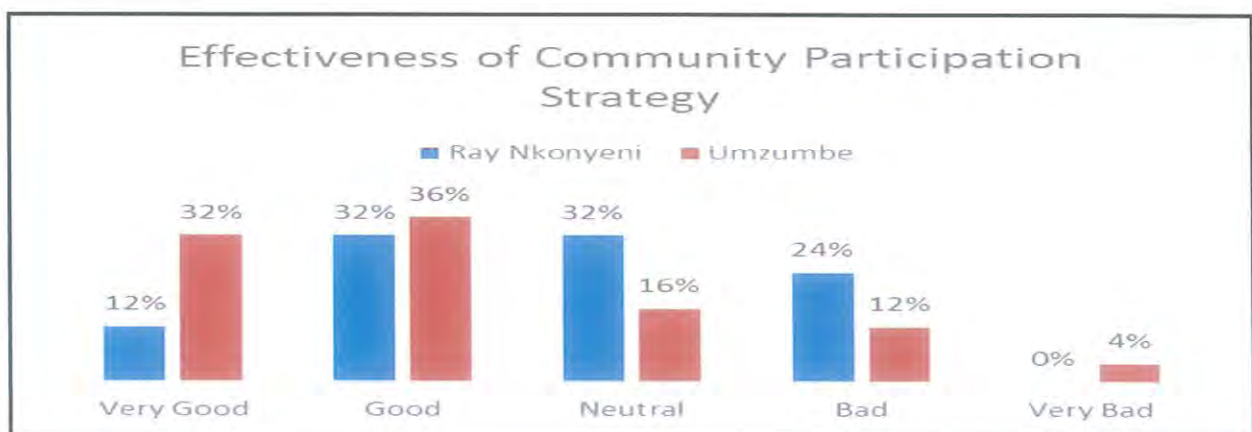
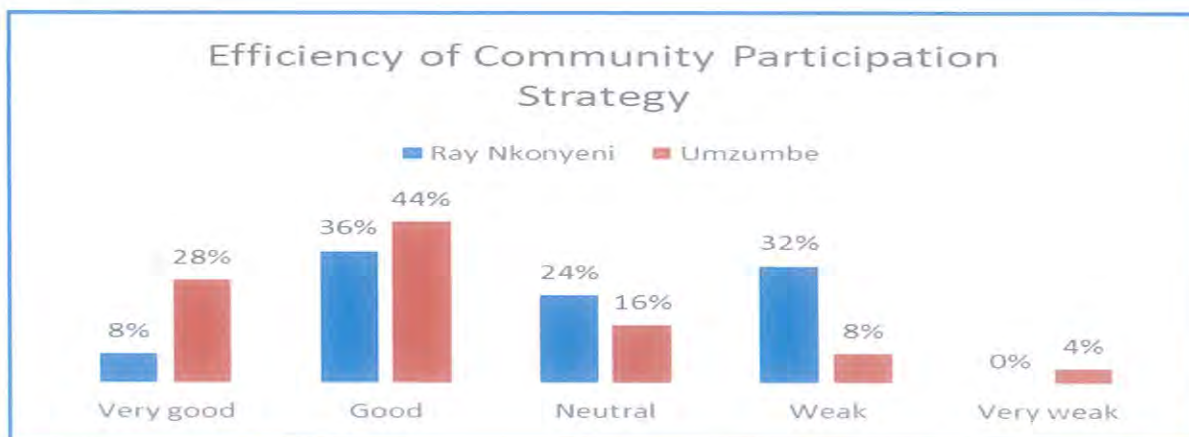


Figure 5.3 indicates the effectiveness of the community participation strategy of both municipalities when involving the community in service delivery. The indication is that the

strategy is effective as the graph indicates 32% and 36% of participants who indicate that it is good, while 32% and 12% indicate that it is very good. 32% of participants are neutral at Ray Nkonyeni and 16% at Umzumbe. 24% from Ray Nkonyeni indicate that it is bad and 12% of Umzumbe agreed. Lastly, 4% from Umzumbe indicate it is very bad. Community participation must be focused if it is to succeed (Craythorne 2003:246). McGee (2002) further indicates that community participation as a process through which the community influences and shares control over development initiatives, decisions and resources which affect them. The Local Government: Municipal Systems Act Chapter 4, section 16(1) (a) deals with community participation. The Act requires both municipalities to develop a culture that promotes participatory governance and encourage and creates conditions for the local community to participate in the affairs of the municipality, including the IDP's performance management systems, performance monitoring, budget preparation, and strategic decisions.

Figure 5.4: Does the Community Participation Strategy Achieve its Objectives?

The figure below indicates the extent of the community participation strategy in achieving its objectives of engaging communities in services delivery decisions by Umzumbe and Ray Nkonyeni municipalities.

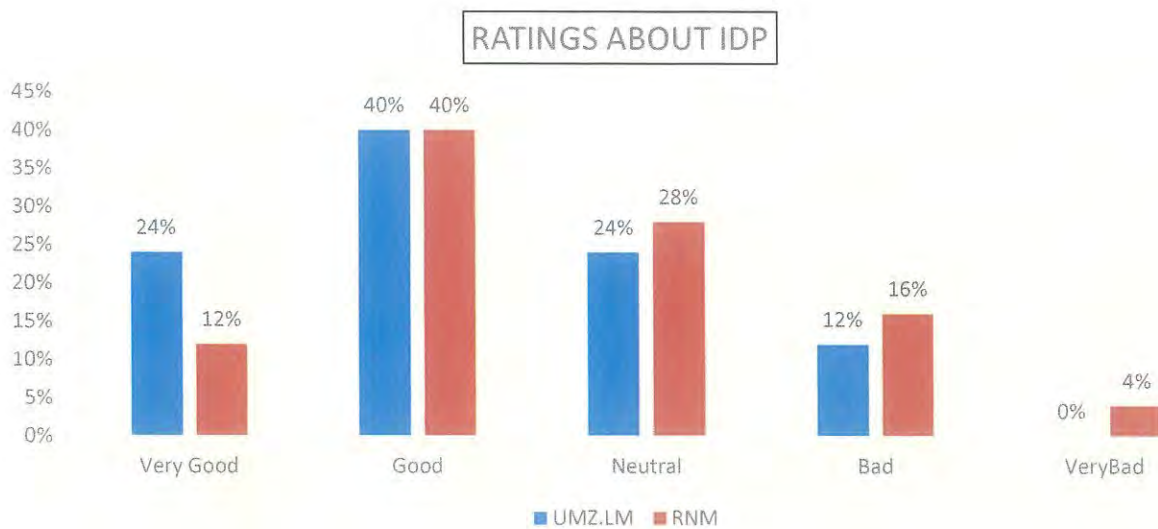


In terms of the Figure 5.4 above, the majority of the participants indicate that the community participation strategy is efficient and it achieves its goals as 44% of Umzumbe and 36% of Ray Nkonyeni indicate that it is good, while 28% of Umzumbe and 8% from Ray Nkonyeni Municipality indicate that it is very good. Other participants differed, with 24% from Ray

Nkonyeni Municipality who were neutral and 16% from Umzumbe; the other participants indicated that it weak; 32% of Ray Nkonyeni Municipality and 8% of Umzumbe.

Figure 5.5: The Ratings of the Integrated Development Plan of Ray Nkonyeni and Umzumbe Municipalities

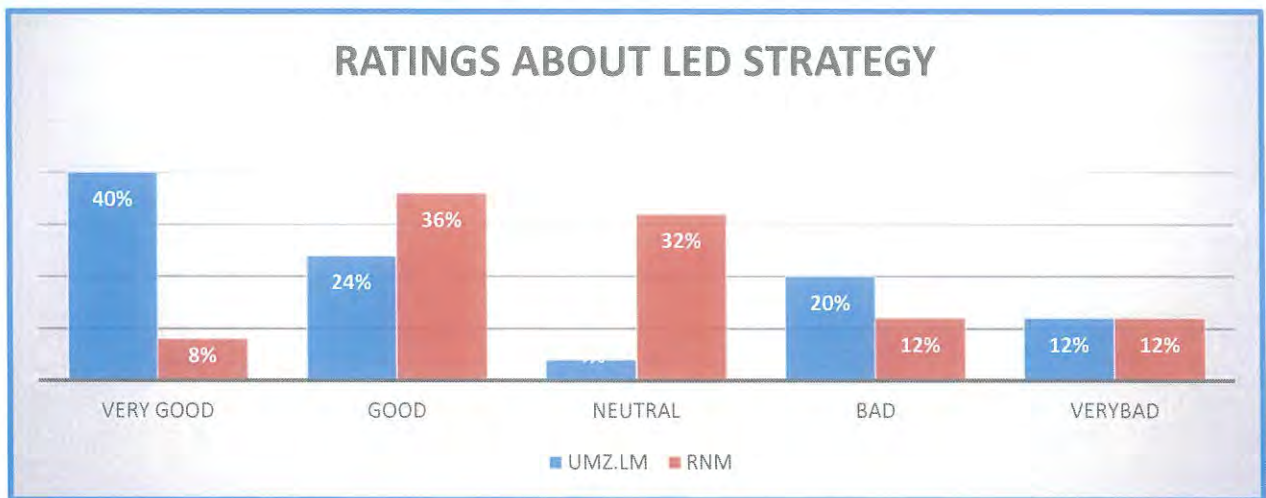
The figure below indicates whether the communities are satisfied with the IDP of Ray Nkonyeni and Umzumbe municipalities.



In terms of the figure above, 24% of Umzumbe and 12% from Ray Nkonyeni Municipality indicate that IDP strategy is very good. The majority of the participants with 40% in both municipalities agreed that the IDP strategy is good and serves its purpose. Another group responded neutral with 28% from Ray Nkonyeni Municipality and 24% from Umzumbe. The other participants indicated that the IDP strategy is bad and very bad. Appropriate implementation of the IDP serves as a basis on which service delivery can be improved in municipalities (Mathebula, 2016). Mathebula, Nkuna and Sebola (2016) indicate that failure to properly, efficiently, and effectively implement the IDP could mean that services incorporated within are not delivered to communities

Figure 5.6: The Rating of the Local Economic Development Strategy of Umzumbe and Ray Nkonyeni Municipalities

The figure below indicates whether the communities are satisfied with the LED strategy of Umzumbe and Ray Nkonyeni municipalities.



The figure above indicates whether the local economic development strategy is good in both municipalities. The findings show that 40% of participants at Umzumbe indicate that it is very good compared to 8% from Ray Nkonyeni. 24% of Umzumbe indicate that it is good and 36% from Ray Nkonyeni Municipality indicate the same. A certain percentage of participants are neutral, Umzumbe having 4% and Ray Nkonyeni with 32%. Other participants indicated that the strategy is bad, Umzumbe with 20% and Ray Nkonyeni Municipality with 12%. The last group in both municipalities indicate it is very bad (Umzumbe with 12% and Ray Nkonyeni Municipality with 12%). LED policy should focus on an increase in the number and variety of job opportunities and diversification of economic activities. Local government must assume an active role in this process (Blakely and Bradshaw, 2002). LED is also about creating positive conditions for business development (Meyer-Stamer, 2003).

5.8 Triangulation of Qualitative and Quantitative Data

Triangulation is the research process whereby the convergence, complementarity, and dissonance of results obtained from different methodological approaches, sources, and theoretical perspectives are explored (Denzin, 2014:102). It is proposed that the validity of conclusions is enhanced if

different approaches produce convergent findings (Nicolau, 2009:76). It was essential for this study to triangulate the data collected through interviews and surveys. Du Plooy, (2014:18) asserts that in mixed-methods studies, the qualitative and quantitative data may sometimes converge and diverge. The researcher must understand and identify similarities and dissimilarities in the data (Creswell, 2009:15).

5.9 Chapter Summary

This chapter broadly presented the findings of the study. It began with the review of the case context of Ray Nkonyeni and Umzumbe municipalities. In line with the research objectives and key research questions, the chapter presented findings in the form of exploratory sequential analysis. Qualitative results were first analysed and interpreted thematically using the matrices. Thereafter, the SPSS technique was used to analyse quantitative results.

Chapter Six

Summary, Conclusions and Recommendations

6.1 Introduction

The previous chapter focused on the presentation, discussion, and presentation of qualitative and quantitative findings. Essentially, the findings demonstrate that while challenges still engulf the local government sector, significant milestones have been achieved in the delivery of basic services to the local communities of Umzumbe and Ray Nkonyeni municipalities. This chapter aims to recapitulate the research objectives and questions that were initially set to ascertain the extent to which these objectives and questions have been addressed through the study. The chapter then draws conclusions that are aligned with the specific objectives of the study. Finally, the chapter presents the overarching recommendations and a general conclusion.

6.2 Reflection on Research Objections and Research Questions

In the light of service delivery gaps that exist in many municipalities in South Africa, this study was designed to draw a comparative analysis of two municipalities that operate in different contexts, with Ray Nkonyeni being the slightly improved municipality in terms of discharging local government functions such as service delivery, while Umzumbe Local Municipality experiences major challenges in this regard. The rationale for this comparative study was to solicit the lessons that should be learnt by Umzumbe Municipality towards improving its service delivery systems. To achieve this, a set of research objectives were set in the introductory chapter of the study as follows:

Table 6.1: Reflection on Intuitive Research Objectives and Questions

Research Objectives	Research Questions
To determine the extent to which Umzumbe and Ray Nkonyeni municipalities align their operations with local government legislation for transforming service delivery systems.	Research Question One: To what extent do Umzumbe and Ray Nkonyeni municipalities align their operations with local government legislation for improving service delivery systems?
To examine factors affecting the implementation of service delivery strategies in Umzumbe and Ray Nkonyeni municipalities.	What are the impacts of service delivery improvement strategies since the inception of local government in the year 2000 for Umzumbe and Ray Nkonyeni municipalities?
To evaluate the efforts dedicated by the central government towards capacity building for municipalities from the year 2000 to date.	What efforts have been dedicated by the central government towards capacity building for municipalities from the year 2000 to date.
To measure the state of readiness for Ray Nkonyeni and Umzumbe municipalities to implement the development framework of the NDP vision in 2030.	What is the state of readiness of Ray Nkonyeni and Umzumbe municipalities to implement the development framework of the NDP vision in 2030?
To propose a normative model that may assist to improve service delivery in local government with specific reference to Umzumbe and Ray Nkonyeni municipalities.	Which model can be proposed to improve service delivery in Umzumbe and Ray Nkonyeni municipalities?

Source: Adapted from Current Study

6.3 Summary of Chapters

The chapters of the study were constituted as follows

Chapter one: this chapter introduced and oriented the study. It outlined the research background and problem statement. It highlighted the research objectives linked to the specific questions raised in the study. A brief overview of the literature and the theoretical framework was provided in this

chapter. The chapter also discussed the methodological approach of the study and concluded with the discussion of the ethical considerations observed in conducting the study.

Chapter two: this chapter interrogated the literature to discover what is documented in the body of knowledge about local governance, service delivery, and public administration. More specifically, the chapter reviewed local, regional, and international case studies. The chapter followed the course of South African local government from the apartheid regime to the introduction of the democratic dispensation. It further explored the practice of service delivery in Umzumbe and Ray Nkonyeni municipalities.

Chapter three: this chapter focused on the theoretical framework of the study. The study is located within a broader public administration perspective and interrogates the role of public value theory towards the institutionalisation of good governance in local government towards ensuring efficiency and effectiveness in service delivery. The chapter endorsed the view that public institutions, including municipalities, should migrate from the philosophies of bureaucratic traditional public administration and new public management and adopt public value theory which emphasises optimum service delivery, trustworthy and legitimacy of public officials, and improved social living conditions for citizens.

Chapter four: this chapter discussed the research methodology and design used by the researcher to collect data. The study used mixed-methodologies (qualitative and quantitative) to solicit information from the municipal officials and community members from Umzumbe and Ray Nkonyeni municipalities). The research processes including, sampling, data collection procedures and ethical considerations are discussed broadly in this chapter.

Chapter five: this chapter presented and interpreted the findings of the study. The researcher used thematic analysis as a technique to present the findings. In this chapter, the qualitative findings were categorically presented according to specific themes that emerged from data. Moreover, the SPSS demonstrated the statistical findings of quantitative data.

Chapter six: this chapter presents the conclusion and submits recommendations that may be used in future studies as a point of departure towards improving municipal service delivery and the management of municipalities. The chapter concludes with the presentation of the normative

model that may assist local government to restructure its service delivery planning and management.

6.4 Main Findings and Conclusions

The research's main findings and conclusions are presented in the following section.

6.4.1 Research Objective One and Research Question One

- **Research objective one:**

To determine the extent to which Umzumbe and Ray Nkonyeni municipalities align their operations with local government legislation for transforming service delivery systems.

- **Research question one:**

To what extent do Umzumbe and Ray Nkonyeni municipalities align their operations with local government legislation for improving service delivery systems?

6.4.1.2 Findings:

There was a general trend throughout the research where the sample populations did not endorse these two municipalities' programmes. Positive responses did not exceed 50%, hence the conclusion that the two areas of study are below par in terms of meeting the target population's expectations.

6.4.1.2 Conclusion

The research concluded that there are many loopholes in how the two municipalities operate, to a large extent a combination of deliberate choice and ignorance, which resulted in failure to align to constitutional dictates on how these two municipalities should conduct their daily affairs.

6.4.2 Research Objective Two and Research Question Two

- **Research objective two:**

To examine the factors affecting the implementation of service delivery strategies in Umzumbe and Ray Nkonyeni municipalities

- **Research question two:**

What are the impacts of service delivery improvement strategies since the inception of local government in the year 2000 for Umzumbe and Ray Nkonyeni Local?

6.4.2.1 Findings:

Inadequate public participation, inadequate alignment of budget with central government, and lack of political administrative capacities were cited as some of the factors affecting the implementation of service delivery strategies in Umzumbe and Ray Nkonyeni municipalities. Both quantitative and qualitative samplings did not give the two municipalities an approval rating of more than 50%.

6.4.2.2 Conclusion

The research found that lack of transparency, non-adherence to governance principles, partisan politics, and deliberate acts of corruption were some of the glaring challenges which have a direct negative impact on service delivery to a large extent. Residents protest because these transgressions result in municipal officials ignoring or rather not effectively carrying out their constitutional mandate.

6.4.3 Research Objective Three and Research Question Three

- **Research objective three:**

To evaluate the efforts dedicated to local government capacity building from 2000 to date.

- **Research question three:**

What efforts have been dedicated to local government capacity building from 2000 onwards?

6.4.3.1 Findings:

The efforts have been substandard and time management is not regarded as an important issue. Again, approval ratings were less than 50% from residents of the two municipalities.

6.4.3.2 Conclusions

The research concluded that is very minimal capacity-building, which is an integral part of ensuring that officials holding public office are equipped with skills. This also resulted in a lack of understanding of what entails occupying such office with regards to servicing

people's needs within these two municipalities. There is also a lack of consequence management in these local authorities that further reveals the extent to which officials tasked with service delivery are unable to appreciate their roles.

6.4.4 Research Objective Four and Research Question Four

- **Research objective four:**

To measure the state of readiness of Umzumbe and Ray Nkonyeni municipalities to implement the development framework of the NDP: Vision 2030.

- **Research question four:**

What is the status quo in implementing the NDP: Vision 2030 agenda in Umzumbe and Ray Nkonyeni municipalities?

6.4.4.1 Findings:

The state of readiness of Umzumbe and Ray Nkonyeni municipalities to implement the development framework of the NDP: Vision 2030 is largely in doubt. While this is difficult to quantify, qualitatively, it is safe to assume that with such a low positive rating, there is a general feeling that the targets will not be met.

6.4.4.2 Conclusion

With clear evidence that these two municipalities lack the back fundamentals cited above, their readiness is in doubt. It is also apparent that targets set to achieve the NDP: Vision 2030 agenda might be elusive.

6.4.5 Research Objective Five and Research Question Five

- **Research objective five:**

To propose a normative model that may assist to improve service delivery in local government with specific reference to Umzumbe and Ray Nkonyeni municipalities.

- **Research question five:**

Which model can be proposed to improve service delivery in Umzumbe and Ray Nkonyeni municipalities?

6.4.5.1 Findings:

The use of the public value theory identified key findings exhibited by the two municipalities. The prevalence of bureaucracy led to lax organisational practices, which negatively impact economic efficiency. The role of values has only been taken lightly by public officials and this directly affected service delivery in the identified two areas of research.

6.4.5.2 Conclusion

A normative model may be employed to assist to improve service delivery in local government with specific reference to Umzumbe and Ray Nkonyeni municipalities. The research identified the public value theory as an important benchmark that may be used to reinvigorate the role of publicly formed values in public administration theory and research.

6.5 Summary of Findings and Recommendations

6.5.1 Summary of Findings

- A majority of the South African municipalities are financially distressed and cannot provide the much-needed services to satisfy the daily needs of their local communities. This is shown by the two municipalities.
- Service delivery protests, lack of skills, fraud and corruption, and political interference have become a norm in local government. The same factors were witnessed in the current study as the main hindrances of service delivery to these institutions.
- Failure to address these challenges may compromise the implementation of the National Development Plan: (NDP): Vision 2030 agenda that seeks to empower communities with socio-economic.

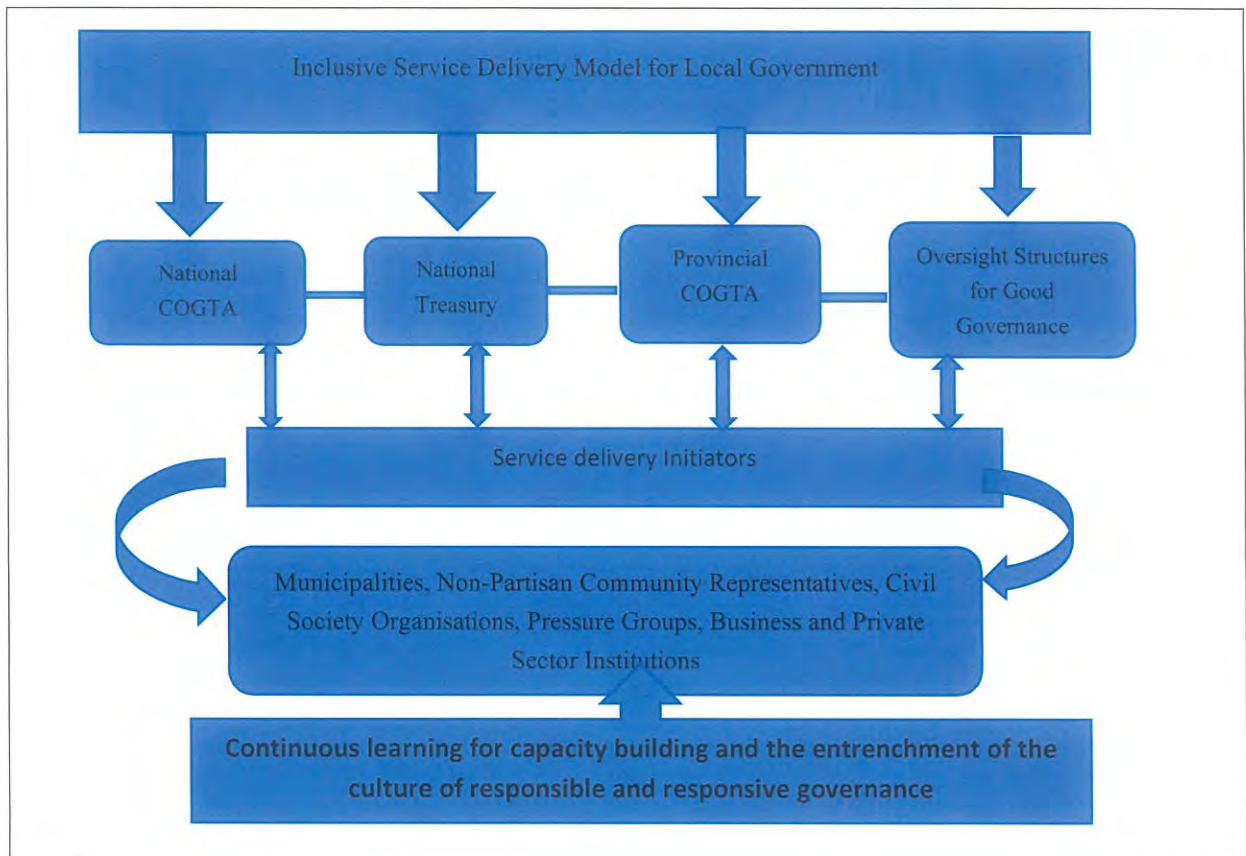
6.5.2 Recommendations

The state of poor service delivery in these two municipalities as evidenced by both the literature and the findings from the primary research necessitates a proper model to assist to render services more efficiently and effectively. The model must adhere to corporate governance King IV principles, and sections 41 and 195 of the Constitution (RSA, 1996). The acts cited above address the inefficiencies and ineffectiveness of local government institutions.

The Normative Model: Towards an Inclusive Service Delivery Model for Local Government

Based on the literature review and empirical findings of this study, the researcher proposes the inclusive service delivery model for local government. Service delivery protests in local government are caused by various reasons, including the lack of intergovernmental relations between the national and provincial COGTA and national treasury. For this reason, it is recommended that these structures collaborate in terms of policy planning for the acceleration of service delivery in local government. The scarcity of financial resources is a critical aspect that should be prioritised by the national treasury. The literature for this study has demonstrated that the fundamental problem confronting most local authorities, especially those situated in rural areas, is the widening gap between the availability of financial resources and municipal spending needs. Therefore, municipalities should be encouraged to facilitate the collection of levies and user charges more efficiently to complement the financial support from the national treasury. In addition, the implementation of inclusive service delivery model for local government implies that service delivery is initiated by responsible service delivery initiators, including municipalities, non-partisan community representatives, pressure groups, and other interested parties. These service delivery initiators should keep pace with the needs and demands of the local communities to avoid service delivery protests that are directed to local government. The theoretical framework of the study suggests the need for capacity-building that will help to maximise service delivery impact in public institutions. This study recommends a need for educational and training programmes for local government officials, particularly those dealing with service delivery planning and implementation.

Figure 6.1 An Inclusive Service Delivery Model for Local Government



Source: Researcher’s Diagram (2020)

There is a need for continuous redressing of past imbalances caused by the apartheid regime in service provision following the benchmark set by the South African government in 1994 who initiated corrective measures that were mainly focused on service delivery decentralisation and equal economic opportunities for indigent communities.

Public service delivery institutions, including local government and especially these two municipal offices, must revisit the approach of ‘services to the people’, elaborated in the White Paper for the Transformation of Public Service (1997) which states that “A transformed South African Public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens.”

Corruption and patriotism must be dealt with decisively, hence the need to ensure that appointments to public office are purely on merit and not on political affiliation. Furthermore, this means that public institutions, especially local government, must not be politicised to the point of awarding responsibility on a partisan basis. The Municipal Structures Act 117 of 1998 clarifies a distinguished role of political and administrative components which requires no interferences but to ensure capable institutions that are able to govern its affairs. It is therefore recommended that the relevant consequence management is decisively employed as the panacea to remedy the misdeeds in these two municipalities.

It is also highly recommended that transparency is the only option for those tasked with rendering service delivery in these municipalities.

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Appendix A (I): Letter of Permission to Conduct the Study



UMZUMBE MUNICIPALITY UMASIPALA WASEMZUMBE

C/o P.O. Box 561
HIBBERDENE
4220

Tel: c/o 039 972 0005
Fax: c/o 039 972 0099
E-mail: nomomde@umzumbe.gov.za

OFFICE OF THE MUNICIPAL MANAGER

For attention: Mondli Erasmus Ngecobo

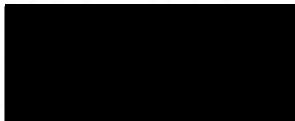
Dear Mondli Erasmus Ngecobo

RE: GRANTING OF PERMISSION TO CONDUCT RESEARCH AT UMZUMBE MUNICIPALITY

This has reference to your letter dated 16 November 2017 in which you were seeking permission to do research at Umzumbe Local Municipality.

This serves to inform you that Umzumbe Local Municipality have considered your request and have agreed to grant you authority to conduct research entitled **"Towards a Model for Improving Municipal Service Delivery: A comparative Study of Umzumbe and Ray Nkonyeni Local Municipalities."** You are allowed to use Umzumbe Local Municipality as your case study and we assure you of our cooperation as Umzumbe Municipality in making you achieve your academic goals.

In return, we hope that you will share the results and recommendations of your research with the Municipality for consideration. You are further reminded to take serious account of ethics when engaging in this research.



Municipal Manager
Umzumbe Local Municipality

UMZUMBE MUNICIPALITY "BUILDING A BETTER FUTURE-SAKHA IKUSANYILINGONO"

Appendix A (II): Letter of Permission to Conduct the Study



RAY NKONYENI
MUNICIPALITY

The Game changer of South Coast development

10 Connor Street

P O Box 5

Port Shepstone 4240

Telephone 039 688 2000

Fax 039 682 0327

OFFICE OF THE HEAD OF DEPARTMENT STRATEGIC PLANNING AND GOVERNANCE

22 December 2017

To: Mondli Erasmus Ngcobo

**GRANTING OF PERMISSION TO CONDUCT RESEARCH AT RAY NKONYENI LOCAL
MUNICIPALITY**

This has reference to the conversation with yourself and Mr K Zulu in which you are seeking permission to do research at Ray Nkonyeni Local Municipality.

This serves to inform you that Ray Nkonyeni Local Municipality have considered your request and have agreed to grant you authority to conduct research entitled "Towards a Model for Improving Municipal Service Delivery: A comparative study of Umzumbe and Ray Nkonyeni Local Municipalities". You are allowed to use Ray Nkonyeni Local Municipality as your case study and we assure you of our cooperation as Ray Nkonyeni Local Municipality in making you achieve your academic goals.

In return we hope that you will share the results and recommendations of your research with the municipality for consideration. You are further reminded to take serious account of ethics when engaging in this research.


MR K ZULU
HOD: STRATEGIC PLANNING AND GOVERNANCE

Follow us on  Ray Nkonyeni Municipality

www.rnm.gov.za

Appendix B: Informed Consent



UKZN HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE (HSSREC)

APPLICATION FOR ETHICS APPROVAL
For research with human participants

Information Sheet and Consent to Participate in Research

Date: 10/05/2019

Greetings,

Master's Research Project

Research Project: Towards A Model for Improving Municipal Service Delivery: A Comparative Study of Umzumbe And Ray Nkonyeni Local Municipalities

Researcher: Mondli Erasmus Ngcobo 0828265430, Mondli.Ngcobo@ugu.gov.za, 11 Connor Court, Port Shepstone, 4640

Supervisor: Dr Sakhile Zondi - 0827412003

FROM: COLLEGE OF LAW AND MANAGEMENT STUDIES SCHOOL OF MANAGEMENT, INFORMATION TECHNOLOGY AND GOVERNANCE

Institution: UKZN- Westville Campus

I Mondli Erasmus Ngcobo a Master of Administration (Madmin) candidate, at the School of Management, information Technology and Governance, of the University of KwaZulu Natal. You are being invited to consider participating in a study that involves research: Towards a model for improving municipal service delivery: a comparative study of Umzumbe and Ray Nkonyeni local municipalities.

The aim and purpose of this research is to:

- To determine the extent to which Ray Nkonyeni and Umzumbe Municipalities aligns their operations with local government legislation for transforming service delivery systems.
- To examine factors affecting the implementation of service delivery policies and strategies in Ray Nkonyeni and Umzumbe municipalities
- To evaluate the amount of efforts dedicated to local government capacity building from 2000 onwards.
- To measure the state or readiness for Ray Nkonyeni and Umzumbe Municipalities to implement the development framework of the NDP vision in 2030.

REF: UKZN/HSR/19/002

1

- To propose a normative model that may assist to improve service delivery in local government with specific reference to Ray Nkonyeni and Umzumbe municipalities.

The study is expected to include: 2 Municipal Managers, 2 IDP Managers, 2 Public Participation Managers, 2 LED Managers, 4 traditional leaders, 2 NGO officials, 4 ward councilors and 50 Community Members, a total of 60 participants

Through my Participation, I hope to gain more insight on the views held by participants of the study on how municipal service delivery can be improved and what best model can be used for the benefit of communities. The result of the study is intended to contribute positively to the implementation of municipal service delivery in general

The participation in this project is voluntary. Should you decide not to continue with participating in this project at any stage, you may withdraw your participation without any negative consequences

Participation in this project is free and therefore, there is no monetary gain. The school of Management, Information Technology and Governance, UKZN will maintain confidentiality and anonymity of records when identifying you as participant

All data, both electronic and hard copy, will be securely stored during the study and archived for 5 years. After this time, all data will be destroyed. The interview should take approximately forty-five (45) minutes to complete. I hope you will take time to participate in this interview.

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

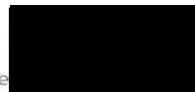
HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION
Research Office, Westville Campus
Govan Mbeki Building
Private Bag X 54001
Durban 4000 KwaZulu-Natal, SOUTH AFRICA
Tel: 27 31 2604557- Fax: 27 31 2604609
Email: HSSREC@ukzn.ac.za

Sincerely

Researcher Name;

Mondli K Nyobo

Signature





CONSENT TO PARTICIPATE

I Mondli Erasmus Ngcobo have been informed about the study entitled Towards A Model for Improving Municipal Service Delivery: A Comparative Study of Umzumbe And Ray Nkonyeni Local Municipalities

I understand the purpose and procedures of the study.

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

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

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

If I have any further questions/concerns or queries related to the study I understand that I may contact the Supervisor Dr Sakhile Zondi at 031-260 8247.

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

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION
Research Office, Westville Campus
Govan Mbeki Building
Private Bag X 54001
Durban
4000
KwaZulu-Natal, SOUTH AFRICA
Tel: 27 31 2604557 - Fax: 27 31 2604609
Email: HSSREC@ukzn.ac.za

Additional consent, where applicable, I hereby provide consent to:

Audio-record my interview / focus group discussion	YES / NO
Video-record my interview / focus group discussion	YES / NO
Use of my photographs for research purposes	YES / NO

Signature of Participant

10/05/2019

Date

Signature of Witness
(Where applicable)

10/05/2019

Date

Signature of Translator
(Where applicable)

Date

Appendix C: HHSREC: Approval Letter



17 July 2019

Mr Mondli Erasmus Ngcobo (202520278)
School of Management, IT & Governance
Westville Campus

Dear Mr Ngcobo,

Protocol reference number: HSSREC/00000027/2019
Project title: Towards a model for improving Municipal Service Delivery: A comparative study of Umzumbe and Ray Nkonyen Local Municipalities

Full Approval – Expedited Application

This letter serves to notify you that your application received on 24 April 2019 in connection with the above, was reviewed by the Humanities and Social Sciences Research Ethics Committee (HSSREC) and the protocol has 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.

This approval is valid for one year from 17 July 2019.

To ensure uninterrupted approval of this study beyond the approval expiry date, a progress report must be submitted to the Research Office on the appropriate form 2 - 3 months before the expiry date.

Yours sincerely,


Dr Rosemary Sibanda (Chair)

Humanities & Social Sciences Research Ethics Committee
Dr Rosemary Sibanda (Chair)
UKZN Research Ethics Office Westville Campus, Govan Mbeki Building
Postal Address: Private Bag X54001, Durban 4000
Website: <http://research.ukzn.ac.za/Research-Ethics/>

Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

INSPIRING GREATNESS

Appendix D: Research Instrument (QN)

MASTERS RESEARCH PROJECT

PROJECT TITLE: TOWARDS A MODEL FOR IMPROVING MUNICIPAL SERVICE DELIVERY: A COMPARATIVE STUDY OF UMZUMBE AND RAY NKONYENI MUNICIPALITIES

QUESTIONNAIRE FOR THE COMMUNITY OF RAY NKONYENI LOCAL MUNICIPALITY

Please tick (✓) the appropriate box below.

SECTION A: BIOGRAPHICAL INFORMATION

1. gender

Gender	Male		Female	
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2. Race

Race	African		Indian		Coloured		White	
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3. Age

Age	18 - 25	26-30	31-35	36 - 45	46 - 55	56- 60	57 -
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4. Educational Background

Level of Education	No Education		Primary Education		Secondary Education		Tertiary Education		Other	
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5. Employment sector

Sector	Unemployed		Private		Public		Other	
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SECTION B: SERVICE DELIVERY INFORMATION

6. What is the status of service delivery at Ray Nkonyeni Local Municipality

Exceeds expectations	
Meets expectations	
Neutral	
Satisfactory	
Unsatisfactory	

7. What is your level of satisfaction with the commitment of Ray Nkonyeni Local Municipality in providing quality services

Very dissatisfied	
Somewhat dissatisfied	
Neither satisfied nor dissatisfied	
Somewhat satisfied	
Very satisfied	

8. What is the status of the relationship between the municipal councillors/traditional leaders and Ray Nkonyeni Local community?

Very good	
Good	
Neutral	
Weak	
Fair	

9. What is the status of the relationship between municipal councillors and traditional leaders in Ray Nkonyeni Local Community?

Very good	
Good	
Neutral	
Weak	
Fair	

10. What is the level of effectiveness of the community participation strategies of your municipality?

Very good	
Good	
Neutral	
Weak	
Fair	

11. To what extent does community participation strategy of your local municipality achieves its objectives of engaging community members of service delivery decisions.

Very good	
good	
neutral	
Not good	
poor	

12. How would you rate the Integrated Development Plan (IDP) of your local municipality?

Very dissatisfied	
Somewhat dissatisfied	
Neither satisfied nor dissatisfied	

Somewhat satisfied	
Very satisfied	

13. How would you rate the Local Economic Development (LED) strategy of the municipality?

Very dissatisfied	
Somewhat dissatisfied	
Neither satisfied nor dissatisfied	
Somewhat satisfied	
Very satisfied	

Thank you for participating in this survey

Appendix E: Research Instrument (QL)

MASTERS RESEARCH PROJECT

PROJECT TITLE: TOWARDS A MODEL FOR IMPROVING MUNICIPAL SERVICE DELIVERY: A COMPARATIVE STUDY OF UMZUMBE AND RAY NKONYENI MUNICIPALITIES

MASTERS RESEARCH PROJECT

PROJECT TITLE: TOWARDS A MODEL FOR IMPROVING MUNICIPAL SERVICE DELIVERY: A COMPARATIVE STUDY OF UMZUMBE AND RAY NKONYENI MUNICIPALITIES

INTERVIEW SCHEDULE FOR MUNICIPAL OFFICIALS – MZUMBE MUNICIPALITY

SECTION A: BIOGRAPHICAL INFORMATION (Please tick (✓) the appropriate box below)

1. Gender

Gender	Male		Female	
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2. Race

Race	African		Indian		Coloured		White	
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3. Age

Age	18 - 25	26-30	31-35	36 – 45	46 - 55	56- 60	57 -
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4. Educational Background

Level of Education	No Education		Primary Education		Secondary Education		Tertiary Education		Other	
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5. Employment sector

Sec tor	Unempl		Priv ate		Public		Oth er	
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9. What are the challenges experienced by the municipal officials in providing services?

10. Provide a brief explanation of the community participation strategy of the municipality.

11. Who are the external municipal service delivery stakeholders, and what is their role in service delivery?

12. How does the municipality align its operations with local government legislation for service delivery systems?

13. What are the factors affecting the implementation of service delivery policies and strategies in the municipality? -----

Thank you for participating in the survey

