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**With the provisional title:**

An evaluation of political interference in the administration of service delivery in uMlalazi Local Municipality of Kwazulu-Natal, South Africa.

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**Date of submission:**

November 2019

## **Declaration**

I declare that no portion of the work referred to in the project has been submitted in support of an application for another degree or qualification of this in any other university or other institution of learning and that all the sources I have used or quoted have been indicated and acknowledged by means of complete references.

Sengiwakhile Mngomezulu

November 2019

## **Dedication**

This dissertation is dedicated to my parents who meant a lot to me in particular my mother Qhekiza Mamthembu Mngomezulu and my late father Obed Gula Mngomezulu, for letting me fulfil my ambitions and achieve my goal. I dearly love and appreciate them.

## **Acknowledgements**

Firstly, I would like to thank God for giving me the strength and energy to do this research study. If it was not for his grace, I would not have the courage to press on until I have completed it.

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Lastly, a special big thank you goes to my sister Tholakele Promise Mngomezulu, my cousin Sihle Mthembu and my brother in law (Sbali) Siyabonga Ntuli and friends who supported me all the way until now.

### **List of Acronyms and Abbreviations**

|        |                                                     |
|--------|-----------------------------------------------------|
| ANC    | African National Congress                           |
| IDP    | Integrated Development Plan                         |
| NSLGSA | National State of Local Government in South Africa  |
| DA     | Democratic Alliance                                 |
| LGRC   | Local Government Research Centre                    |
| MFMA   | Municipal Finance Management Act                    |
| RSA    | Republic of South Africa                            |
| FBS    | Free Basic Services                                 |
| LED    | Local Economic Development                          |
| ME     | Monitoring and Evaluation                           |
| HR     | Human Resource                                      |
| KZN    | Kwazulu-Natal                                       |
| COGTA  | Co-Operative Governance and Traditional Affairs     |
| GWME   | Government-Wide Monitoring and Evaluation           |
| DPME   | Department of Performance Monitoring and Evaluation |
| RDP    | Development Programme                               |
| PSM    | Public Service Motivation                           |
| IFP    | Inkatha Freedom Party                               |
| COPE   | Congress of the People                              |
| NFP    | National Freedom Party                              |
| FBS    | Free Basic Services                                 |
| NP     | National Party's                                    |
| PSAM   | Public Service Accountability Monitor               |
| GNU    | Government of National Unity                        |
| EFF    | Economic Freedom Fighters                           |

## **Abstract**

The study focused on the evaluation of political interference in the administration of service delivery in uMlalazi Local Municipality, Kwazulu Natal. The aim of the study was to identify the challenges and the concerns of municipal officials, ward committee members and politicians about political interference in their administrative duties and to highlight the impact it has on service delivery as well as come up with the possible solutions with regards to the issue of undue political interference in the administration of service delivery.

This study started by reviewing the political interference in the administration of service delivery and Constitutional basis for service delivery. Thereafter, the candidate undertook original research on a valid sample of municipal officials, ward committee members and politicians of uMlalazi local municipality. Questionnaire were sent to a sample of 7 municipal officials, 3 ward committee members and 6 politicians of opposition parties domicile within uMlalazi local municipality.

The researcher adopted qualitative methodology for the analyses upon which conclusions were drawn. The study describes the respondents concerns, challenges and possible solutions for the issue of political interference in the administration of service delivery. The main findings show that the majority of the respondents agreed that political interference lead to poor service delivery in uMlalazi local municipality.

**Keywords:** Political interference, Administration, Service delivery, Political party, Local government, South Africa, uMlalazi local municipality, municipal officials, administration, politicians

## Table of Contents

|                                                                                                                        |    |
|------------------------------------------------------------------------------------------------------------------------|----|
| Chapter One: Political interference in the administration of service delivery in uMlalazi Local Municipality.....      | 1  |
| 1.1 Introduction .....                                                                                                 | 1  |
| 1.2 Conceptualising Political-Administration Interference of Service Delivery in Local Government.....                 | 1  |
| 1.3 Background of the Study.....                                                                                       | 2  |
| 1.3.1 A brief profile of uMlalazi Municipality .....                                                                   | 3  |
| 1.4 Problem Statement.....                                                                                             | 6  |
| 1.5 Aim of the Study .....                                                                                             | 7  |
| 1.6 Objectives of the Study .....                                                                                      | 7  |
| 1.7 Key Research Questions .....                                                                                       | 8  |
| 1.8 Research Methodology or Research Design .....                                                                      | 8  |
| 1.8.1 Research Design .....                                                                                            | 8  |
| 1.9 Intended Contribution to the Body of Knowledge .....                                                               | 10 |
| 1.10 Significance of the Study .....                                                                                   | 11 |
| 1.11 Ethical and Safety Issues .....                                                                                   | 11 |
| 1.12 Preliminary Chapter Structure.....                                                                                | 11 |
| 1.13 Summary.....                                                                                                      | 12 |
| 2.1 Introduction .....                                                                                                 | 14 |
| 2.2 Political-Administrative Interfaces .....                                                                          | 14 |
| 2.3 South African Local Government Service Delivery .....                                                              | 17 |
| 2.4 Conflation of Legislative and Executive Roles of Local Government .....                                            | 18 |
| 2.5 A Reflection on Local Government Performance and the Critical Issue of Poor Service Delivery in South Africa ..... | 19 |
| 2.5.1 Local Government's Performance Challenges .....                                                                  | 20 |
| 2.6 Constitutional Basis for Service Delivery.....                                                                     | 38 |
| 2.7 The White Paper on Transforming Public Service Delivery on Local Government of 1997 .....                          | 39 |
| 2.8 Theoretical Framework .....                                                                                        | 41 |
| 2.8.1 Politics- Administration Dichotomy Theory.....                                                                   | 42 |
| 2.8.2 The Classical Public Administration Theory.....                                                                  | 43 |
| 2.9 Summary .....                                                                                                      | 44 |
| 3.1 Introduction .....                                                                                                 | 45 |
| 3.2 Research Design .....                                                                                              | 45 |

|                                                                                                       |    |
|-------------------------------------------------------------------------------------------------------|----|
| 3.2.1 Qualitative Approach.....                                                                       | 45 |
| 3.3 Population and Sampling Procedures .....                                                          | 45 |
| 3.4 Data Collection Instruments .....                                                                 | 46 |
| 3.5 Data Collection Procedure.....                                                                    | 47 |
| 3.5.1 Sampling Procedures.....                                                                        | 47 |
| 3.6 Data Analysis.....                                                                                | 48 |
| 3.6.1 Validity and Reliability of Data.....                                                           | 48 |
| 3.6.2 Quality Control Measures .....                                                                  | 49 |
| 3.7 Ethical and Safety Issues .....                                                                   | 50 |
| 3.8 Significance of the Study .....                                                                   | 51 |
| 3.9 Limitations of the Study.....                                                                     | 51 |
| 3.10 Summary.....                                                                                     | 52 |
| Chapter Four: Data Analysis and Interpretation.....                                                   | 53 |
| 4.1 Introduction .....                                                                                | 53 |
| 4.2 Section A.....                                                                                    | 53 |
| 4.2.1 Demographic Background of Respondents (Municipal Officials and Ward<br>Committee Members) ..... | 53 |
| 4.3 Section B.....                                                                                    | 56 |
| 4.3.1 Demographic Background of Respondents (Politicians).....                                        | 56 |
| 4.4 Section C.....                                                                                    | 58 |
| 4.4.1 Themes Relative to the Objectives of the Study.....                                             | 58 |
| 4.5 Summary .....                                                                                     | 63 |
| Chapter Five: Summary of Research Findings, Recommendations and Conclusion.....                       | 64 |
| 5.1. Introduction .....                                                                               | 64 |
| 5.2. Research Findings .....                                                                          | 64 |
| 5.3 Recommendations .....                                                                             | 66 |
| 5.4 Limitations of the Study.....                                                                     | 67 |
| 5.5 Conclusion .....                                                                                  | 67 |
| REFERENCES .....                                                                                      | 69 |
| APPENDIX A: LETTER OF INTRODUCTION .....                                                              | 79 |
| APPENDIX B: ETHICAL CLEARANCE .....                                                                   | 80 |
| APPENDIX C: PERMIT LETTER FROM UMLALAZI LOCAL MUNICIPALITY .....                                      | 81 |
| APPENDIX D: LETTER FROM LANGUAGE EDIT .....                                                           | 82 |
| APPENDIX E: PARTICIPANT INFORMED CONSENT DECLARATION.....                                             | 83 |



|                                                                                                                     |    |
|---------------------------------------------------------------------------------------------------------------------|----|
| INFORMED CONSENT DECLARATION .....                                                                                  | 83 |
| APPENDIX F: INCWADI EVEZA IGUNYA LOKUBAMBA IQHAZA<br>(Ozophendula) .....                                            | 85 |
| APPENDIX G: QUESTIONNAIRE GUIDE FOR MUNICIPAL OFFICIALS, WARD<br>COMMITTEE MEMBERS AND POLITICIANS: .....           | 87 |
| APPENDIX H: ISIQONDISO SOHLELOMIBUZO LWABASEBENZI BAKWAMASIPALA,<br>AMALUNGA E-WARD COMMITTEE NOSOZOPOLITIKI: ..... | 91 |

## **Chapter One: Political interference in the administration of service delivery in uMlalazi Local Municipality.**

### **1.1 Introduction**

The Constitution of the Republic of South Africa of 1996, section 40 (1) and (2) provides for a national system of local government. It provides local government with a developmental mandate and equips each municipality with a set of constitutionally protected powers. The duty of provincial government is to supervise and support municipalities but play a minor role with regards to regulating the local government system. Municipal councils are democratically elected according to electoral system that combines constituency (ward) representation with proportional representation, a political system where the party with the highest number of votes forms the government. Politically, the local government scene is dominated by the African National Congress (ANC) which controls the lion's share of municipalities, though with some notable exceptions, particularly in the Western Cape Province where the City of Cape Town is controlled by the Democratic Alliance, the national opposition party (Visser, 2010).

According to section 40 (1) of the Constitution of the Republic of South Africa (1996), government is constituted at national, provincial and local spheres, which are distinctive, interdependent and interrelated. This establishes local authorities as a distinctive sphere, with a mandate to govern, to provide services (such as water, electricity, houses, roads and sanitation), and to promote social and economic development.

In the 25 years of democracy South Africa has made some giant strides in certain key sectors of the economy like education and health, however, at local government level, the quality and efficient delivery of basic services like water, sanitation, housing and electricity to people remains a huge challenge. In recent years, there has been an escalation in the number of violent service delivery protests across the country with people frustrated at the slow pace of delivery and also at corrupt practices that have become endemic in some municipalities (Mdlongwa, 2014). Against this backdrop, this work looks at some of the challenges within local government in order to understand how they hamper service delivery. This study seeks to evaluate the political interference in the administration of service delivery in uMlalazi Local Municipality of KwaZulu-Natal, South Africa.

### **1.2 Conceptualising Political-Administration Interference of Service Delivery in Local Government**

Political-Administration interference is an instance of Politicians interfering in the duties of Administrators. According to Wilson (1887), Political-administrative interference remains a problem in the functioning of many municipalities.

According to Visser (2010), the political-administrative interface is a serious problem in our local municipalities, for example, who directs the municipal administration?

Remains a challenge in the municipalities, once again, in a context where legislative and executive powers are constitutionally separated, this question is less pertinent. For example, at national level, the administration is directed by the national executive, that is, the president with his or her cabinet. Parliament oversees the executive and may call in administrators to account to it, but it has no immediate authority over those administrators. A similar situation prevails at provincial level.

In practice, however, the political-administrative interface has become the 'Achilles heel' of many municipalities. There is no doubt that councillors, members of municipal executives and officials are struggling to define clear roles amongst one another. This is aggravated by undue political interference by political parties. There is growing concern around the inappropriate relationship between regional party structures and municipalities. According to Visser (2010), there are reports of instances where regional party structures seek to operate municipalities by political remote control.

Since the Constitution designates the Municipal Council as the executive, it is essentially the employer of all municipal administration (municipal manager and directors of different departments). Legislation has sought to separate council from administration to some extent. The Municipal Systems Act mandates the Municipal Council to appoint senior managers (municipal manager and managers that report to him or her, as stipulated in Section 82 (1)(a) Municipal Structures Act and Section 56 Municipal Systems Act), and further appointments are made by the administration itself. The Code of Conduct for Councillors includes a provision that prohibits councillors from interfering in the administration (item 11 schedule 1 systems Act). Taking a harder line of separation, the Municipal Finance Management Act has barred councillors from taking part in tender decisions (section 117 Municipal Finance Management Act) and includes many provisions that seek to separate councillors from administration (Visser, 2010).

### **1.3 Background of the Study**

Over the last 25 years, South Africa has transformed its local government system from an illegitimate, racist institution into a democratic institution with a developmental mandate. Since 2000, a new generation of municipalities, led by democratically elected councils, comprise the local government system. By all accounts, local government has made tremendous contributions to the impressive record of extending service delivery to marginalised groups in South Africa. At the same time, the challenges remain daunting. Public perceptions of local government are negative. Many communities and residents see their municipality as a locus of under-performance, corruption and inaccessibility (Visser, 2010).

According to the National State of Local Government in South Africa (NSLGSA) (2009), it is clear that a number of stubborn service delivery and governance problems have been identified in municipalities over a number of years. These problems have constantly remained at the forefront of government's developmental challenges. These priority areas include; huge service delivery and backlog challenges such as,

housing, water and sanitation; poor communication and accountability relationships with communities; problems with the political administrative interface; corruption and fraud; poor financial management, like negative audit opinions; number of (violent) service delivery protests; weak civil society formations; intra-and inter-political party issues negatively affecting governance and delivery; and insufficient municipal capacity due to lack of scarce skills.

Assessments of political alliances in South Africa revealed that party factionalism and polarization of interests over the last few years, and the subsequent creation of new political alliances and elites, have indeed contributed to the progressive deterioration of municipal functionality. Evidence has been collected to dramatically illustrate how the political or administrative interface has resulted in factionalism on a scale that, in some areas, it is akin to a battle over access to values, principles or ethics in these cases indicate that there are officials and public representatives for whom public service is not a concern, but accruing wealth at the expense of poor communities is their priority (National State of Local Government in South Africa, 2009).

Carrim (2009) argues that the conflation of legislative and executive authority presents a challenge to municipalities. The division of responsibility between the two branches of government is relatively clear at national and provincial level, where the Constitution itself separates the two. Municipalities, however, are tasked with managing these complex relationships in a small environment. The conflation of legislative and executive authority in the municipal council presents three specific challenges to municipalities. First, it complicates the position of the speaker of the council. Second, the question as to who is in charge of the municipal administration becomes more difficult to answer. Third, it invites municipalities to adopt inappropriate committee systems.

### **1.3.1 A brief profile of uMlalazi Municipality**

The uMlalazi Local Municipality (KZN284) is situated along the north eastern coast of Kwazulu Natal, 140km north east of Durban. The eastern portion of uMlalazi Local Municipality lies on the National and Provincial Development Corridor linking two major economic hubs of Richards Bay and Durban. Umlalazi municipality is located within uThungulu District, which comprises six local municipalities namely; Mfolozi Local Municipality (KZ 281), uMhlathuze Local Municipality (KZ282), Ntambanana Local Municipality (KZ 283), uMlalazi LM (KZ 284), Mthonjaneni Local Municipality (KZ 285), Nkandla Local Municipality (KZ 286), (uMlalazi IDP Review, 2016/17).

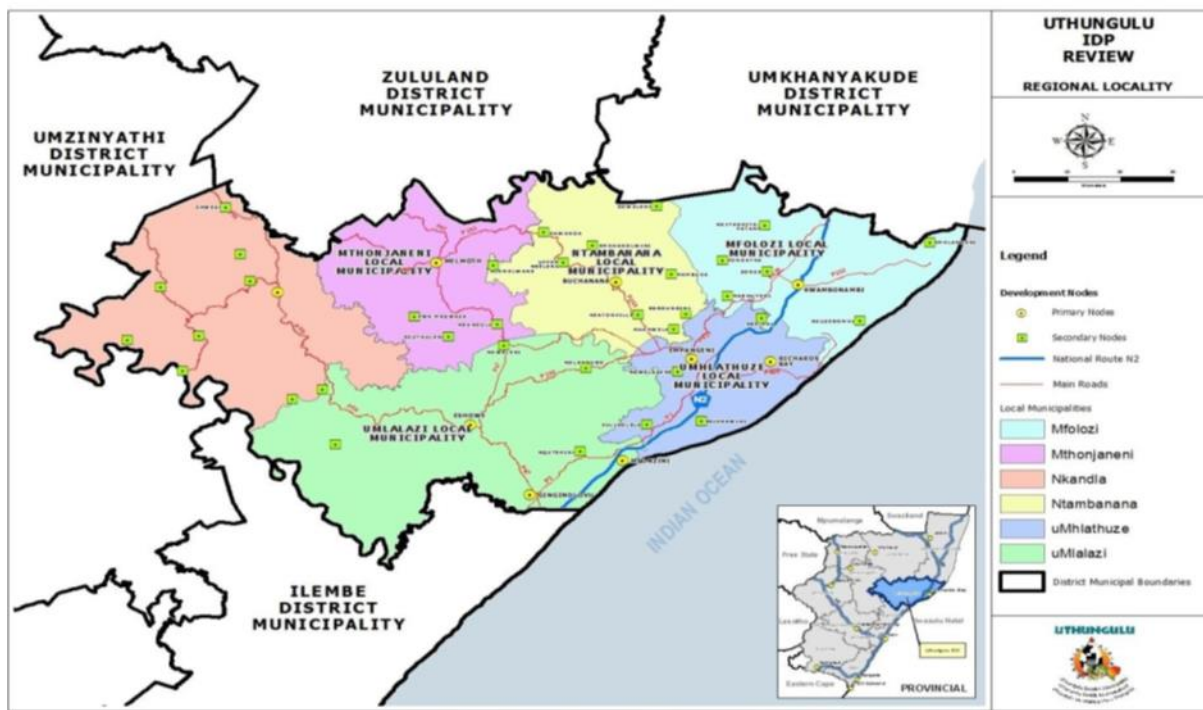
uMlalazi Local Municipality is bordered by ILembe District Municipality (Mandeni Municipality to the south and Maphumulo Municipality to the southwest). Towards the western regions, the municipality borders Nkandla Municipality and Mthonjaneni Municipality, and is bordered northwester by Ntambanana Municipality and to the north, uMhlathuze municipality. The municipality borders on the Indian Ocean on the eastern coastline which stretches approximately 17 km from the borders of Mandeni municipality to uMhlathuze Municipality. Geographically, the municipal area covers 2

217km squad, one of the largest local authority areas in South Africa. There are 26 electoral wards and 14 tribal authority areas of which amaKhosi are custodians thereof on behalf of the Ingonyama Trust Board (uMlalazi IDP Review, 2016/17).

The uMlalazi Municipality is crossed by a number of important transportation routes, such as the N2 Motorway between Durban and Richards Bay, the R34 between Richards Bay/EMPangeni and Nkwaleni valley to the north of Eshowe, and the R66 from the N2 Motorway to Gingindlovu, Eshowe, Melmoth, Ulundi and Vryheid. The famous King Shaka (Zulu) Heritage Route R66 has a lot of historical and cultural significance and is promoted by a tourism route (uMlalazi IDP Review, 2016/17).

The population distribution in the municipal area is characterized by relatively high population densities within urban nodes, and low densities in rural areas. The municipal area is dominated by tribal areas and 14 Tribal Authorities exist within the area. Eshowe, Mtunzini and Gingindlovu form the three main towns of uMlalazi Municipality. The town of Eshowe is of great historical significance in that it is the birthplace of King Cetshwayo, who was King of the Zulu's during the Anglo-Zulu War of 1879. There are several traditional Zulu villages open to tourists within an easy drive of the town. The Dlinza Forest is a beautiful forest which is an ideal tourist destination. Eshowe Town is also considered as the administrative and service centre of the uMlalazi Municipality (uMlalazi IDP Review 2016/17).

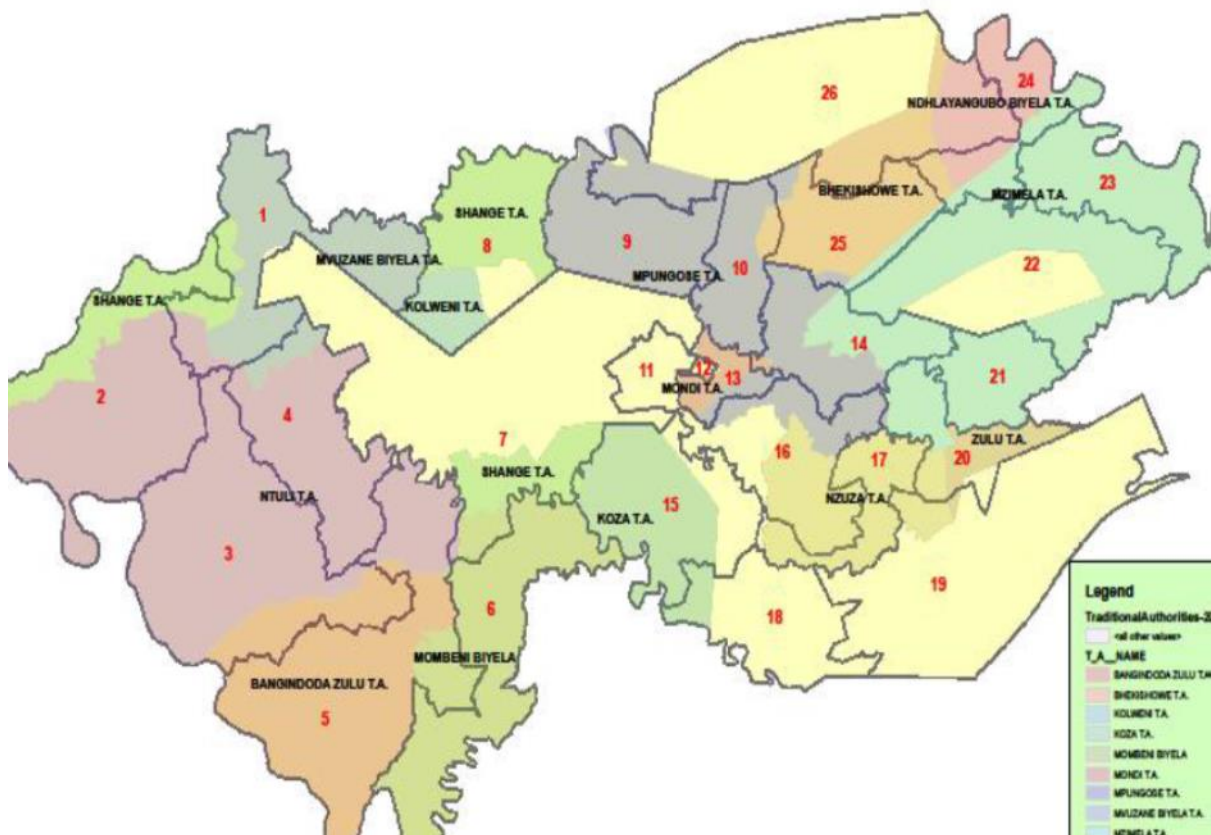
### Map 1: uThungulu District Municipality



Source: uMlalazi IDP Review 2016/17

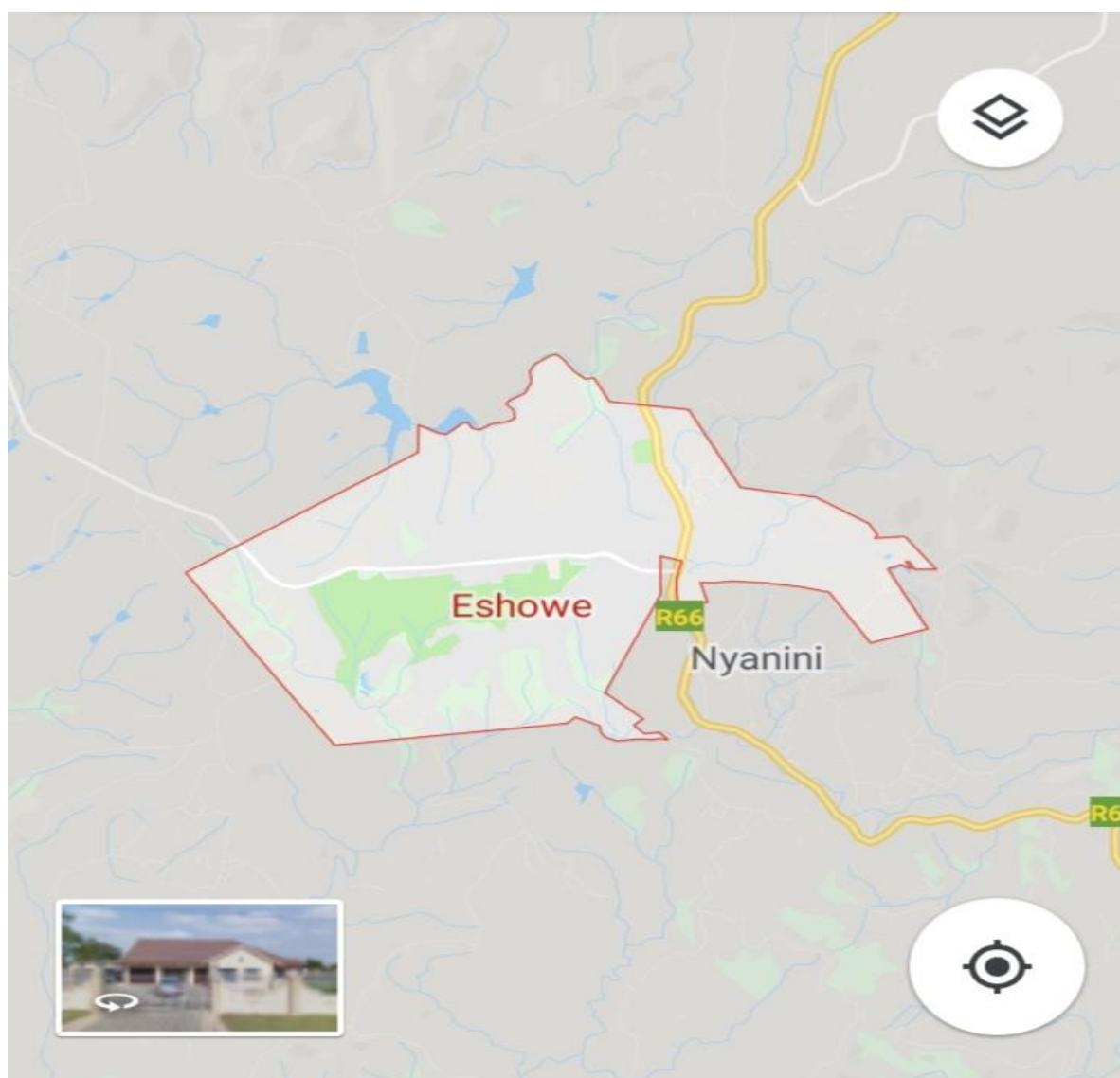
## Map 2: uMlalazi Local municipality

### uMlalazi Municipal Wards and Traditional Authorities



Source: uMlalazi IDP Review 2016/17

### Map 3: uMlalazi local municipality location



Source: uMlalazi IDP Review 2016/17

The coastal town of Mtunzini is a greenbelt situated on the North Coast of Natal, on the banks of the uMlalazi River and bordering on the uMlalazi Nature Reserve. Mtunzini is mainly a residential town, offering superb homes in a quiet and relaxed atmosphere, within comfortable driving distance of the N2 highway as well as the industrial and commercial growth areas of Richards Bay and Empangeni. Mtunzini has all the basic shopping facilities, doctors and churches. Mtunzini is referred to as a quality residential and eco-tourist destination in South Africa (uMlalazi IDP Review 2016/17).

#### 1.4 Problem Statement

One of the serious challenges facing municipalities is how to deal with the ANC's policy of cadre deployment and the consequences of this policy. One inference which can be drawn is that the cadre deployment systematically places loyalty ahead of merit

and competence. It is therefore a serious obstacle to an efficient municipal service. In most cases, politically connected, incompetent people are deployed into senior positions. Unqualified people are unable to deliver services efficiently and effectively (Centre for Development and Enterprise, 2009: 8-24).

Too many reports of fraud and corruption in municipalities point towards inappropriate interference exercised by political office holders. A particular manifestation of the conflation of party and state at local government level is the practice whereby party office holders populate the municipal administration. In other words, a regional secretary or branch chairperson would be appointed as an official in the municipal administration. The municipal governance system is folded around political parties and depends majorly on the political parties to provide support, guidance and political accountability. The Deputy Minister for Cooperative Governance and Traditional Affairs once remarked: that “it’s not for the party structures to micro-manage councillors, especially as this has sometimes less to do with ensuring that councillors perform effectively and more to do with influencing tenders and narrowly interfering in the appointments of staff. Municipal structures should not be treated almost like sub-committees of party structures” (Local Government Research Centre, 2009: 16).

The broad key challenges within the uMlalazi Local Municipality are insufficient human resource capacity, insufficient skills development, outdated and inadequate policies, poor performance of service providers, outdated ICT systems, ineffective internal and external communication, non-achievement of employment equity targets, inadequate office space, service delivery backlogs, lack of formalized trading areas, poor quality workmanship on capital projects, ineffective disaster management and crime (uMlalazi IDP REVIEW, 2016/2017).

Inspired by the findings of Gumede (2009), South Hall (2009) and other scholars had pointed out that political interference has negatively affected poor service delivery in South African local government. This study therefore, seeks to investigate the political interference in the administration of service delivery at uMlalazi local municipality, and to find the possible solutions with regards to undue politics.

### **1.5 Aim of the Study**

The primary aim of this study is:

- To evaluate the political interference in the administration of service delivery in uMlalazi Local Municipality, KwaZulu-Natal Province of South Africa.

### **1.6 Objectives of the Study**

- To examine who directs the municipal administration at uMlalazi local municipality and the challenges encountered when performing/discharging his/her duties.
- To evaluate how the political interference affects the service delivery at uMlalazi local municipality.
- To identify whether the separation of legislative and executive roles help.



- To identify the possible way forward with regard to the problem of undue political interference.

### **1.7 Key Research Questions**

- Who directs the municipal administration at uMlalazi local municipality and what are the challenges encountered when performing/discharging his/her duties?
- How does political interference affect service delivery at uMlalazi local municipality?
- Would the separation of legislative and executive roles help in the administration of service delivery in the municipality?
- What is the way forward with regard to the problem of undue political interference, considering that political parties are vital to the survival of the local government system?

### **1.8 Research Methodology or Research Design**

Research methodology is a reflection of the entire approach for the research process. It is a strategy employed by the researcher to obtain answers to the research questions (Kerlinger, 1986). It is a procedural plan adopted by the researcher to provide valid objective and accurate answers to research questions. It entails data collection techniques and analysis as well as interpretation of findings.

#### **1.8.1 Research Design**

The researcher employed qualitative method because qualitative method allows the researcher to capture the experiences, perceptions and attitudes of the interviewees and it uses methods such as participant observation or case studies which results into a narrative, descriptive account of a setting or practice. Qualitative research was conducted because there was need to explore an identified problem. Through qualitative approach, participants were able to describe their perceptions on the effects of politics in service delivery.

The nature of this study sought to explore a social phenomenon from multiple meanings. Creswell (2007) asserts that qualitative research uses methods such as participant observation or case studies which results into a narrative, descriptive account of a setting or practice.

DeVos (1998) defined qualitative research as a multi-perspective approach utilizing different qualitative techniques and data collection methods to analyse social interaction, aimed at the meanings that the subjects attach to it, while Straus & Corbin (1990) see qualitative research as any kind of research that produces findings not arrived at by means of statistical procedure or any means of qualification; it refers to research about a person's life stories, behaviour, an organization's functionality, social movements or interactions and relationships.

Since uMlalazi local municipality was used as a case study, the researcher made use of questionnaires such that the respondents gave full details of their experiences about service political interference in uMlalazi local municipality.

The researcher chose semi-structured interview to engage the Municipal officials and members of Ward Committee of the uMlalazi Local Municipality to get their views and opinions on the topic under investigation. In semi-structured interview, a guide is used, with questions and topics that must be covered. Semi-structured interviews are often used when the researcher wants to delve deeply into a topic and to understand thoroughly the answers provided (Sekaran & Bougie, 2009).

The researcher focused on 7 municipal officials and 3 members of Ward Committee at uMlalazi Local Municipality because they are the key informants, they are in the administrative side of the municipality and service delivery is their daily basis job description or job specification. Moreover, they have relevant information about service delivery. Questionnaires were given to the identified respondents. The items of the questionnaires, consist of open-ended as well as closed-ended questions that gave respondents the platform to answer freely and thus help the researcher to get more information on the topic at hand. Focus groups were organized based on the types of positions in Municipal Officials and wards committee members. The researcher also used tape recorders and field notes to strengthen the information retrieved from the respondents.

A population is a group of individuals who have the same characteristics (current Creswell, 2012). According to Babbie (1992, 72-75) “a population is that aggregation of elements from which the sample is actually selected. It is further explained as that group of people the researcher hopes to draw conclusion(s) on”. In this study the target population is the Municipal officials and Ward Committee members of uMlalazi Local Municipality. These Municipal Officials are administrative staff of the Municipality. These Municipal Officials are found at eShowe CBD, Gingindlovu CBD, Mtunzini CBD, and the citizens of the uMlalazi Local Municipality are found in the following locations: - Gingindlovu, Ncinyane, Salveshe, Mlalazi, Ntumeni, Mbongolwane and Wombane. The researcher has chosen Gingindlovu CBD and eShowe CBD in order to aid generalization of findings since they represent the members of the community of uMlalazi local Municipality.

This study employed the purposive non-probability sampling technique to select participants (Municipal Officials and Citizens of the Municipality). According to Cooper and Schindler (2003, 103), “In purposive sampling the researcher selects people or sites who can best help to understand the phenomenon”. According to Creswell, (2012, 78) “The inclusion of the participants is based on the capacity of the participant to inform the research”. The location of uMlalazi local Municipality demonstrates that the city is arranged on the north-west bank of the territory of KwaZulu-Natal, nearly 160 KMS north-east of Durban. The N2 thruway navigates uMlalazi Local Municipality in a north-east course towards the Swaziland outskirt and south-west towards Durban. It viably shapes a division among Gingindlovu, Mtunzini and Eshowe. The R66 Provincial Main Road goes through Eshowe towards Dokodweni Tollgate. Umlalazi works as a locale hub and prevailing businesses focus in the uThungulu District. It

comprises an assortment of grouped and specially appointed settlements that are connected with a very much created system of streets framework.

In this regard, the researcher interviewed the 7 municipal officials from uMlalazi Local Municipality. These are: The Municipal Manager, Director of Corporate Services, Chief Financial Officer, Director of Community Services, Director of Engineering Services, Director of Protection Services and Director of Planning and Development Department as they are the key informants on the topic under investigation. This is because they deal directly with issues of political interference in their daily work. Meanwhile the Municipal Manager and Directors of the departments were chosen because politicians used to interfere in the decisions they make on how to run the municipality or their departments. The sample also included 3 members of Ward Committee who represented the entire population of citizens of uMlalazi Local Municipality. This was to enable the researcher know how political interference affects service delivery in the local government area.

Data analysis and interpretation implies searching and arranging the interview transcript, field notes and other material(s) that can be accumulated to increase understanding and to enable you to present what you have discovered to others (Creswell, 1994). The transcribed data was analysed by means of content thematic analysis and aided by thematic network analyses. Content thematic analysis is a flexible tool that involves the identifying of themes or patterns within data (Braun & Clarke, 2006). Themes are defined as recurrent unifying concepts or statements about the subject of inquiry (Bladley, Curry, & Devers, 2007). According to Attride-Stirling (2001), content thematic analyses can be successfully aided by and presented as thematic networks, which refer to web-like illustrations that summarise the basic, organising and global themes constituting a piece of text. Hence, the researcher read through the transcripts several times in order to understand the content of the transcripts, thereafter, sorted the information by themes.

“The principle underlying naturalistic and / qualitative research are based on the fact that validity is a matter of trustworthiness, utility and dependability that the evaluator and different stakeholders place into it.” (Zorabi, 2013:256).

Validity is establishing the truthfulness and ensuring that the research evaluate what it is supposed to evaluate. Furthermore, validity is dependent on the quality of the data collection instruments (Zorabi, 2013:258).

### **1.9 Intended Contribution to the Body of Knowledge**

The study sought to contribute to the academic synergy of key priorities and common focus areas of service delivery policies, interpretations and implementation requirements thereof from national to provincial and eventually to local government where it impacts on the lives of the people. The study contributed to the policies that incorporate the participation role of citizens in decision making of their municipality.

### **1.10 Significance of the Study**

The significance of this study is premised on the fact that much has been written and said about political interference in South African municipalities, however, there is less evidence of literature on how political interference affects the functioning and service delivery in South African municipality. Therefore, this study is significant in that it provides extension of literature on this aspect. This is envisaged to help to redefine the current service delivery policies apart from identifying the gaps in the local governance structures. The researcher also looks forward to calling a special community meeting in a community hall to address the municipal officials and citizens of uMlalazi local municipality about the findings. The study provides the possible corrective measures that should be taken to rectify the identified abnormality in the selected municipality. This benefit is desired to extend to the selected local community through improved service delivery that will affect lives positively.

### **1.11 Ethical and Safety Issues**

This study is guided by the research ethics of University of Zululand or research policy of the university. Ethical issues were duly considered during the time of the research. Maree et al (2007:41-42) suggest that it is very important to highlight the ethical considerations in regard to the research. Thus, the researcher has a moral and professional obligation to be ethical, even when research participants are unaware of or unconcerned about ethics. The researcher used information on primary and secondary literature and duly acknowledged the sources of information in order to avoid plagiarism. The researcher ensured honesty in the conduct of the study, hence guided against misleading the study by reporting or using false information. The researcher thoroughly reviewed literature in order to ascertain that the research had not been previously conducted anywhere.

The researcher provided respondents with an informed consent form detailing the proceedings of the data collection method. The researcher promised to protect the respondents' privacy and confidentiality. For the purposes of this research, no harmful or dangerous materials was-utilized. Participation of participants was absolutely voluntary and no one was forced to take part in the study.

### **1.12 Preliminary Chapter Structure**

#### **Chapter one: Introduction and Background**

This chapter is an introduction outlining the background to the study, problem statement

The themes of this thesis are divided into five chapters. The first chapter introduces the study and provides the overall background to the research topic. It identifies the research problem, aims, objectives and research questions of the study. It also will briefly touch on the research methodology applied to the study.

#### **Chapter two: Literature Review and Theoretical Framework**

Chapter two comprises literature review and the theoretical framework.

The chapter begins by defining the political interference in municipalities and the effects it has on service delivery. The chapter then looks at the third sphere of government which is local government and how it explains the process of service delivery as best described in the White Paper on transforming Public Service Delivery (1997).

### **Chapter three: Research Design and Methodology**

This chapter outlines the methodology or research design used in this work, and demonstrates the usefulness of the qualitative approach as a mode of studying and evaluating political interference in the administration of service delivery in uMlalazi Local Municipality of KwaZulu-Natal, South Africa.

### **Chapter four: Data analysis and interpretation**

The chapter formally introduces South Africa as a developing country and as a country that comes from the apartheid era whereby black people were previously disadvantaged in public services.

Based on the findings, the chapter then analyses the effects and implications of politics in service delivery at uMlalazi local municipality and the role(s) that the local government can play in ensuring that citizens receive desired quality service delivery. The study investigated the uMlalazi local municipality to determine the political interference in service delivery.

Finally, the chapter sought to explore the challenges faced by South Africa's municipalities and key challenges hampering service delivery and what lies ahead in terms of future prospects.

### **Chapter five: Summary, conclusions and recommendations**

The chapter precisely draws summary, conclusions and recommendations based on what has been discussed in previous chapters of the dissertation and identified possible ways of address the political interference challenges in local government.

#### **1.13 Summary**

Visser (2010) reported that, South African municipalities experience serious challenges in dealing with the interface between politicians and officials. Inappropriate political interference in administrative matters as well as strained relations between key political and administrative officials in the municipalities appear to be the order of the day. The issue of political interference in the administration requires urgent attention and this study aimed contributing to the growing discourse on the topic, particularly the aspects of interference which threaten to take that discourse out of the hands of academics.

The next chapter presents a review of relevant literature on the Political-administration interference, Constitutional Basis for service delivery, The White Paper on Transforming Service Delivery on Local Government of 1997, South African service delivery, Conflation of legislative and executive roles of Local Government, A reflection on local government performance and the critical issue of poor service delivery in South Africa, Local government's performance challenges. Meanwhile, more literatures were reviewed on municipal governance and service delivery in South Africa.

## **Chapter Two: Literature Review**

### **2.1 Introduction**

The process of obtaining through reading any relevant information that has been published and is related to the research topic is termed 'literature review'. In other words, it is a body of text that aims to review the critical points of current knowledge and methodological approaches on a particular topic. Issues to be taken cognisance of when undertaking a literature review are the purpose of the review, the literature sources and the reviewing techniques (Bless et al, 2006:24).

It may be presented as a paper on its own or can be contained as an integral part of an article, research proposal, research report or dissertation. It describes, compares contrasts and evaluates the major theories, arguments, themes, methodologies, approaches and controversies in the scholarly literature on a subject, and connects them with the concerns of the proposed piece of research. In part, a literature review should be used to display scholarly skills and credentials, and in this sense should be used to demonstrate skills in library searching, to show command of the subject area and understanding of the problem, to justify the research topic, design and methodology (Silverman, 2000).

According to Shaidi (2006), the researcher's interest in a study should also be in, the body of accumulated scholarship, learning from other scholars on how they have theorised about and conceptualised issues, what other scholars have established empirically regarding topics similar to the one at hand, what instrumentation they have used, and to what effect, most recent credible and relevant scholarship in the area of interest.

### **2.2 Political-Administrative Interfaces**

According to De Visser (2008), administrative challenge relates to the so-called political-administrative interface, for example, who directs the municipal administration? In a context where legislative and executive powers are constitutionally separated, the question of administrative interface is less pertinent. For example, at a national level, the administration is directed by the national executive, (the President with his or her cabinet). The parliament oversees the executive and may call in administrators to account to it, but it has no immediate authority over those administrators. A similar situation prevails at provincial and local levels.

Local government, however, works in a more complex system. The municipal is designated essentially as the employer of all municipal staff. Legislation has sought to separate council from the administration to some extent. The Municipal Systems Act mandates the municipal council to appoint senior managers (see Section 82 (1) (a) Municipal Structures Act and section 56 Municipal Systems Act), and further appointments are made by the administration itself. The Code of Conduct for Councillors includes a provision that prohibits councillors from interfering in the administration (item 11 schedule 1 Systems Act). Taking a harder line of separation,

the Municipal Finance Management Act (MFMA) includes many provisions that seek to separate the council from the administration (De Visser, 2008).

In practice, however, the political-administrative interface has become the 'Achilles heel' this means that it is a challenge to many municipalities (De Visser, 2008). There is no doubt that councillors, members of municipal executives and officials are struggling to define clear roles amongst themselves. This is aggravated by undue political interference by political parties. There is growing concern around the inappropriate relationship between regional party structures and municipalities. There are reports of instances where regional party structures seek to interfere in the municipal's decisions making.

De Visser further argues that Regional party structures are to focus on recruitment and deployment of suitable candidates for political office in municipalities, ensuring and overseeing ethical behaviours among their cadres, and providing overall strategic guidance in the form of party political programmes. Instead, they often seem to focus their attention on two aspects known as staff appointments and tenders.

The strongest evidence yet comes from a recent court case, involving the appointment of a municipal manager for Amathole District Municipality (*Vuyo Mlokoti v Amathole District Municipality and Mlamli Zenzile* (2009) 30 ILJ 517 (E), 6 November 2008). The court found that, under the ANC Regional Executive instruction, the majority ANC caucus members of the council approved the appointment of one of the two final contenders for the position, despite the fact that the other candidate had outperformed him in the interview and assessments. The judge in the matter concluded that, the involvement of the Regional Executive Council of the ANC constituted and unauthorized and unwarranted intervention in the affairs of the municipality. It is clear that the councillors of the ANC abdicated to their political party their responsibility to fill the position of the Municipal Manager with the best qualified and most suitable candidate on the basis of qualifications, suitability and with due regard to the provisions of pertinent employment legislation. This was a responsibility owed to the electorate as a whole and not just to the sectarian interests of their political masters (De Visser, 2008).

According to De Visser (2008), the council has demonstrated a lamentable abdication of its responsibilities by succumbing to a political directive from an external body, regardless of the merits of the matter. It continues, with an equally lamentable lack of insight into its conduct- to contend that it was proper for it to have done so.

Many reports of fraud and corruption in municipalities point towards inappropriate interference exercised by political office-bearers. A particular manifestation of the conflation of party and state at local government level is the practice whereby party office-bearers populate the municipal administration. In other words, a regional secretary or branch chairperson would be appointed as an official in the municipal administration. The rationale is not difficult to grasp: as senior municipal officials are



generally paid better than councillors, their seats are often more attractive than the political seats. In his speech, commemorating the 98th birthday of the ANC, former President (Jacob Zuma) referred to this phenomenon. He suggested that the senior office-bearers in political parties should not be permitted to be municipal officials (De Visser, 2008).

The President attracted the ire of the South African Municipal Workers Union (SAMWU), but the consequences of such a conflation of political and administrative office are often dire. It results in a municipality being 'rewired' in a very damaging way. The normal lines of political accountability do not apply and the administration takes on a strangely dominant role in the municipal polity. Anecdotes of municipal officials taking political precedence over their mayor and the resultant comedy of protocol as well as the so-called 'untouchables' in the administration have become a source of great hilarity in local government (De Visser, 2008).

He however further opine that, the sad reality is that the municipalities where this phenomenon manifests itself often decline into utter bureaucratic and political paralysis as a result of sliding staff morale and perennial power struggles. It does not take long for this bureaucratic and political misery to spill over into service delivery. Ultimately, communities bear the brunt of this political mismanagement.

The municipal governance system is folded around political parties and depends on political parties to provide support, guidance and political accountability. The Deputy Minister for Cooperative Governance and Traditional Affairs recently remarked: "it's not for the party structures to micro-manage councillors, especially as this has sometimes less to do with ensuring that councillors perform effectively and more to do with influencing tenders and narrowly interfering in appointment of staff. Municipal structures should not be treated almost like sub-committees of party structures" (Local Government Research Centre, 2009:16)

If party structures serve narrow personal or factional interests, this is fundamentally detrimental to the developmental local government enterprise. In addition, councillors themselves are increasingly resisting the interference by outside party structures. Such interference drives a wedge between councillors and their communities and councillors feel mistrusted by their own political organisations (Local Government Research Centre, 2009).

De Visser (2008) questions the way forward with regard to the problem of undue political interference, considering that political parties are vital to the survival of the local government system? Would the separation of legislative and executive roles help? There are some arguments to be made that the conflation of legislative and executive roles in local government adds fuel to the fire in respect of political interference. Currently, the council as an assembly can be the locus of the type of executive and administrative decision making that deals with the hard and immediate

allocation of resources, jobs and power, rather than being limited to policy making, appropriation and oversight which is less attractive to the proverbial political fraudster.

However, there is a lack of literature on political interference in the administration of service delivery, which is the gap that the researcher intends to close through this study.

### **2.3 South African Local Government Service Delivery**

Similar to its counterparts in Australia and New Zealand, South African local government has traditionally provided a narrow range of 'service to property', however, in line with the White Paper on Local Government and the RDP aims, the role of municipalities was rapidly expanded to include a much broader array of service objectives (Graves and Dollery, 2009).

In terms of its structure, South African local government is sub-divided into three basic categories; metropolitan municipalities, district municipalities and local municipalities. Metropolitan municipalities have municipal executive and legislative authority in their respective local government areas which embrace the major urban concentrations of Cape Town, Durban, East Rand, Johannesburg, Pretoria and Port Elizabeth. By contrast, district municipalities have municipal executive and legislative authority over significant spatial areas, with primary responsibility for district-wide planning and capacity-building. Within the local jurisdiction of each district municipality there are typically several individual local municipalities which share their municipal authority with the district municipality. In essence, district municipalities administer and make rules for a district, which includes more than one local municipality. South Africa has a total of 284 municipalities in these three categories combined (Atkinson, 2002).

According to Dollery and Graves (2009) the intended purpose of district and local municipalities sharing responsibility for local government in their given areas is to ensure that all communities, particularly historically disadvantaged communities, have access to resources and services. Since district municipalities usually cover both relatively affluent and relatively poor concentrations of people, consequent upon the apartheid legacy, this facilitates 'cross-subsidisation', enabling local municipalities without adequate administrative, financial and technical capacity to provide basic services to their historically disadvantaged communities. In addition, the system provides scope for shared services between local municipalities which can generate economics of scale and scope and attendant cost reductions.

The functions of district municipalities are manifold. From the perspective of local service delivery, district municipalities inter alia are expected to plan for development of the district municipality as a whole by:- providing bulk supply of water that affects a large proportion of the municipalities in the district:- supply electricity:- provide municipal health services for the whole municipalities in the district:- ensure that bulk sewerage purification and main sewerage disposal work:- provide waste disposal sites for the whole district:- provide municipal roads and storm water drainage for the district

municipality (Dollery and Graves, 2009). They further opine that ensuring the functionality of street lighting: - and provision of municipal parks and recreation facilities are also part of the functions of district municipalities. In the present context, financial management represents important aspects of the overall South African local government reform process. In this regard, the National Treasury has played a pivotal role in the introduction of financial management reforms across local government since 1996. The legislative cornerstone of the municipal reform process has been the Municipal Finance Management Act, 56 of 2003 (MFMA), supported by the annual Division of Revenue Act. This legislation has been aligned with other important local government enactments- such as the Structures Act, Systems Act, and Property Rates Act- to form a coherent package (RSA Constitution, 1996).

According to Dollery and Graves (2009), the prime objective of the National Treasury in the local government realm has been to secure sound and sustainable management of the financial affairs of local government. This required the development of a coherent approach to improve the delivery of services to local communities. The National Treasury has implemented a strategy of financial and technical support for local government based around the MFMA, including conditional grants, subsidies, technical guidelines, policy advice and the placement of international advisors with various municipalities.

This strategy took into account the vastly different levels of capacity of the different municipalities for implementing the reforms. It also prescribed requirements for institutional strengthening, municipal capacity building and improving municipal consultation, reporting, transparency and accountability. In sum, the MFMA aims to modernise budget, accounting and financial management practices by placing local government finances on a sustainable footing in order to maximise the capacity of municipalities to deliver services to communities (Dollery and Graves, 2009).

#### **2.4 Conflation of Legislative and Executive Roles of Local Government**

A feature of local government that is common to many jurisdictions is the absence of a strict separation of powers between legislative and executive branches within the local authority. For instance, section 151(2) of the Constitution provides that legislative and executive powers are vested in the municipal council. In the South African local government system, this is particularly relevant as municipalities are regarded as fully fledged legislative assemblies and are entrusted with impressive array of legislative powers. In its landmark judgement on local government's constitutional status, the Constitutional Court made it clear that "local government is no longer a public body exercising delegated powers. Its council is a deliberative legislative assembly with legislative and executive powers recognised in the Constitution itself" (PG: 6). Most of a municipality's key policy instruments (such as its budget, tariff policies, property rates policies, among others are expressed in local legislation, called by-laws.

According to De Visser (2010), statutory law provides for a degree of separation. It establishes a system of municipal executives. In the municipalities could be operating

one of two systems. The first and most popular system is the executive mayoral system. The council elects an executive mayor who exercises all executive authority. The executive mayor appoints a mayoral committee to assist him or her. The second, which is a less popular system is the collective executive system. The council elects an executive committee that collectively exercises executive authority. Importantly, neither of the two forms of executive have any original executive authority.

The council delegates parts of its executive authority to its executive mayor or executive committee. As the delegating authority, the council therefore remains ultimately responsible for the exercise of executive authority and has concomitant controlling powers over the executive. Thus, municipalities themselves are the most critical in delineating roles and responsibilities. The legislation offers three instruments that municipalities should utilise for this purpose (De Visser, 2010).

Section 53 of Municipal Systems Act of 2000 is a document that outlines roles and responsibilities of political office-bearers, political structures and the municipal manager. The municipality's delegations (section 59 Municipal Systems Act) represents the legal transfers of components of the council's executive and administrative authority to political office-bearers, political structures and the administration. Finally, the council's rules and orders (section 160 (6) Constitution) contain important rules surrounding the role of the speaker.

Carrim (2009) argues that, increasingly, the conflation of legislative and executive powers is being singled out as the cause for the problems in local governance. The Department of Cooperative Governance and Traditional Affairs (COGTA) is investigating whether the functions should be separated.

De Visser (2010) argues that the conflation of legislative and executive authority presents a challenge to municipalities. The division of responsibility between the two branches of government is relatively clear at national and provincial levels, where the Constitution itself separates the two. Municipalities, however, are tasked with managing these complex relationships in a small environment. The conflation of legislative and executive authority in the municipal council presents three specific challenges to municipalities. First, it complicates the position of the speaker of the council. Second, the question as to who is in charge of the municipal administration becomes more difficult to answer.

## **2.5 A Reflection on Local Government Performance and the Critical Issue of Poor Service Delivery in South Africa**

According to Managa (2012), despite the relative successes of all the post-apartheid South African Government structure, the country still faces serious challenges of unemployment, poverty and inequality. These are some of the key factors which have culminated in citizens taking to the streets to raise their dissatisfaction over the problem of poor service delivery. By implication, unless local governance is strengthened, the country is likely to witness more service delivery protests that could

be more violent than the previous ones, which were characterised by xenophobic attacks, looting and police brutality.

The policy brief argues that the failure of the post-1994 government to meet its promises has sparked unrest, as manifested in service delivery protests that have marred the country for almost a decade now. It further reflects that government's response to the crises using a 'one-size-fits-all' approach could have aggravated the problems, as communities have different issues for which they are fighting (Managa, 2012).

Managa (2012) writes that, a huge responsibility faced the Government of National Unity (GNU) in 1994, to undo the apartheid policy legacies of poverty, inequality and racial segregation of service in order to create a single, efficient public service that delivered on the basic needs of all citizens. As a result of government's sometimes too slow attempts to overcome infrastructure and service delivery backlogs, protest actions escalated, especially from 2004

Historically, protest action high levels of unemployment and poverty exacerbate dissatisfaction concerning poor service delivery, particularly in the informal settlements, where unemployment and poverty are endemic. This also increases the number of people dependent on basic and indigent services and makes further demands on the scarce resources of municipalities with large impoverished communities (Ngamlana, 2012).

### **2.5.1 Local Government's Performance Challenges**

According to khumalo (2003) among the major challenges facing local government are acute problems of institutional capacity, mismanagement of funds, high levels of corruption and a lack of public participation. These are key challenges hampering performance at the local government sphere.

#### **2.5.1.1 Lack of Institutional Capacity**

Lack of expertise has left many municipalities inadequately staffed, resulting in deteriorating service delivery over the years, and leaving many communities with inadequate access to basic services. It is unfortunate that skills scarcity has resulted in overwhelming service-delivery backlogs that have prevented the government from addressing the problems effectively and efficiently. This is particularly evident in managerial and technical positions, which remain vacant in most rural municipalities. Lack of expertise has led to severe service backlogs that impact on many poor communities that yearn for the provision of basic services for their survival (Khumalo, 2003).

Although some municipalities lack adequate funds to carry out their constitutional mandate to improve service delivery, some resort to under-spending the allocated funds due to lack of leadership skills. This is mainly attributable to lack of skills in project management and financial management, and has prevented some municipalities from commencing or completing certain projects. Protesters have

claimed that the cause of service delivery failure is maladministration of government resources, such as the misuse or under-use of funds allocated for providing services, as well as a lack of capacity to complete projects that assist the communities (Masombuka, 2011).

Burger (2009) argues that, Municipality received, in addition, under-qualified but politically connected managers that keep on filling important positions, earning huge salaries with large bonuses. Financial reports reveal similar situations in the other 56 municipalities, where municipal managers were paid performance bonuses in the last financial year despite presiding over poor municipal performance. Despite government promises of capping the salary package for municipal managers, salaries are still not regulated and managers of poorly performing municipalities continue to earn significant salaries and bonuses.

#### **2.5.1.2 High Level of Corruption**

According to De Vas (2011), the extent and nature of corruption is rooted in the country's bureaucratic traditions, political development and social history. Coming out of the former apartheid regime encircled by inequalities, the 1996 Constitution provided for the protection of human rights and equality for all. In contrast to upholding these rights, corruption has been rife in the face of violation of human rights, which should be protected in terms of the democracy.

Managa (2012) opines that there is little doubt that corruption undermines the value of the constitution, and municipalities are considered as 'havens for those who are milking' the state's resources. It is even more disturbing to recognise that it is not only the local government elites but high-profile politicians in national government who have been accused of corruption in illegal tendering, accepting bribes and unauthorised expenditure.

#### **2.5.1.3 Lack of Public Participation**

Protesters have expressed dissatisfaction and frustration because of their exclusion from local decision making process and accountability by the municipal officials and councillors who represent them in wards. This contravenes the local government, Municipal systems, Act 32 of 2000, which states that communities have the mandate to participate in any public consultation and decision-making processes in the local sphere; for example, ward committees, budget consultations, ward meetings and IDP forums. Moreover, municipalities are obliged to report to and receive feedback from their communities annually regarding the objectives set out in the IDP, public participation is an essential factor for effecting of maladministration and corruption, this means that municipal official identifies that they failed to render the service that was expected by the community and hesitate to do annual report to the community (South African Constitution of 1996).

This has not, however, assisted the people in need, as there is an increasing number of communities becoming frustrated by their living conditions. The constitutional

commitments to basic rights like equality and dignity continue to be unmet, demonstrated by the living conditions under which a large number of South Africans survive. There are problems, deficiencies and disparities in the delivery of public services. As noted by political commentators, overcoming service delivery issues was not mentioned in the President's State of the Nation Address of 09 February 2012. However, government has taken its mandate according to the Constitution to intervene in any government sphere that is not fulfilling its obligations. This has been seen in provinces such as Limpopo, Gauteng and the Free State, where government has placed certain departments under administration after proof of maladministration (Koelble and Lipuma, 2009).

Meanwhile municipalities are the most basic units of government, and they are tasked with providing basic services and fostering development in the regions they control. Local government in South Africa is largely understood in terms of service delivery and the South African constitution (Act No. 108 of 1996) assigns municipalities the role to mobilise economic resources towards the improvement of the lives of all citizens. Basic services are the fundamental building blocks of improved quality of life, and adequate supplies of safe water and adequate sanitation are necessary for life, well-being and human dignity. The accessibility of basic services is closely related to social inclusion and social capital, and the failure of municipalities to deliver services can have a detrimental impact on social and economic development (IDASA, 2010).

Post-apartheid South Africa faces a major challenge in ensuring that municipalities provide optimal and professional services to citizens of heterogeneous cultures. The Minister of Provincial and Local Government, Minister F.S. Mufamadi, stated, the following in the debate on the State of the Nation Address of President Mbeki on 11 February 2005: "in designing the new system of local government, care was taken to ensure that we put in place, a framework for progressively doing away with the consequences of a system which exposed White and Black South Africans, to vastly different socio-economic environments" (Mufamadi, 2005: 1)

According to Mufamadi (2005), the continuing challenges we face therefore, is one of ensuring that all municipalities develop the requisite capacity to translate those resources into instruments with which to confront problems of poverty and underdevelopment. The interventions must make positive impact on the way we meet such challenges as: public participation, programme management as well as creating conditions for sustainable service delivery and economic development.

This statement by the minister underscores the importance of service delivery at ministerial level. The monitoring of service delivery needs through effective governance and service administration is clearly crucial. This is based on the belief that this is only possible through the enhancement of leadership in the local government sphere (Mufamadi, 2005).

In post-apartheid South Africa, access to effective public services is no longer seen as an advantage enjoyed by only a privileged few in the community, but as a legitimate right of all residents, particularly those who were previously disadvantaged. This stance emphasizes “service to the people” as parameter for local government transformation. Thus, one of the most important indicators in assessing the transformation of local government is the experiences and perceptions people have of service delivery in their day-to-day lives, more specifically whether they perceive an improvement in the services delivered to them. The implication of this is for local government to transform words into deeds, and thus, to prioritize and satisfy the needs of the communities they service attempting to provide a framework for people-centred public service delivery the South African government introduced Batho Pele (derived from a Sesotho word meaning “putting people first”) in 1997 (<http://WWW.dpsa.gov.za/batho-pele/index.asp>).

This initiative strives towards moving public servants to become service orientated, to pursue excellence in service delivery and to commit them to continuously improve service delivery. It also sets the principles for transforming service delivery with regards to consultation, service standards, access, courtesy, information, openness and transparency, announced by President Thabo Mbeki, but also to monitor and evaluate these steps (Mbeki, 2008).

According to Mbeki (2008), it is critical that the promise made by the ANC in 2004 regarding the implementation of an improved monitoring system be realized, since this could, over the next few years, help to set our country on the road to faster realization of the ideals of our Constitution. In this regard, President Mbeki stated: “We shall continue this year to intensify efforts to strengthen local government capacity in line with the 5-year Local Government Strategic Agenda. To ensure systematic monitoring in this regard, SALGA has agreed to provide quarterly reports on the work being done” (Mbeki, 2008: 4)

With regards to the role of leadership, Nkomo (1998: 201) states that, “South African cities are faced with tremendous development challenges. There is, however, a critical institutional developmental challenge, which constitutes the crux of the success or failure of municipal leadership. To achieve success, specific leadership skills are needed to improve service delivery in local government in South Africa. More specifically, skills are needed to address the ever-changing demands for improved services placed on local authority as well as the need to address the inequalities for the past. Achieving these objectives also calls for skills in the establishment of public-private partnerships and small, medium and micro enterprises, as well as the improvement of conditions of service and the quality and sustainability of the internal working environment.

These views tie in with local government’s strong emphasis on innovation, communication, skills transfer and development in enhancing service delivery on ground level. In brief, these leadership qualities should help local government to make



the much needed transformation from an institutional to a developmental organization. The aim of these was to develop a leadership construct that could assist local government to achieve optimal service delivery and reach set goals aligned with the South African Constitution (Republic of South Africa, 1996)

De Visser (2010) argues that South African municipalities are faced with important challenges dealing with boundaries between politicians and officials. In local government, the lack of separation of powers between legislative and executive authority is responsible for this. Furthermore, it is suggested that instead of focusing on looking for possible ways of separation of powers in local government, more focus should be on the governance make-up of municipality. This would include political and administrative leadership of municipalities and the impact this has on the functioning of the municipalities towards service delivery.

In addition, De Visser (2010:88) explained that “the allegation that councils, and their councillors, are inward-focused, preoccupied with the goings-on within the political realm of the council and technicalities of administration”, he concluded that often municipalities are concerned with regional and sometimes national politics rather than community concerns. He gave choices for institutional change, essentially stating that there was a need for ethical leadership on some aspects of local government politicians and their administrators as well as on the part of the party political structures that surround local government (De Visser, 2010:89)

According to Sebugwawo (2013), South African municipalities are faced with mass protests, demonstrations and petitions because of lack of service delivery, indicating the municipal governments: - failure to take action regarding community challenges. Furthermore, the protests were seen as a threat to the dominance of the African National Congress (ANC) on the political scene, a view that has been recently challenged (Sebegwawo, 2013). In addition, Sebegwawo states that one of the main issues facing the municipality and the community was poor communication. Hence, his suggestion that there is a crucial need for municipalities to prioritise community concerns and create functional communication channels is of paramount concern.

Goss (2001) described local governance as the way local government agencies interact at a local level, a means through which self-organizing and inter-organizational networks” is carried out. Governance involves both formal and informal politics. Goss (2001) used ‘governance’ to describe new emerging forms of collective decision-making, at the local level, which leads to the development of distinct relationships amongst citizens and public agencies. Furthermore, to managers and politicians at local agencies working across organisational boundaries, some have made this work (Goss, 2001). In addition, the role and purpose of governance “is also directly influenced by the ideology and projects of the dominant political parties” (Goss, 2001:12). However, local government is mainly intended to provide basic essential needs of the people or community.

According to Holtzhausen and Naidoo (2011), despite over twenty years of having inclusive governance in South Africa, nearly half of South African communities do not enjoy adequate service delivery. Local government (municipalities) are the weakest sphere in South Africa because while some municipalities show relatively effective governance, some are appalling, (Holtzhausen and Naidoo, 2011). Hence effective governance alone will not end ills of service delivery in municipalities but effective governance is crucial in improving service delivery in local government. Holtzhausen and Naidoo (2011) state that African National Congress (ANC) must render service to the poor in the fields of water and sanitation, housing, electrification, health and education.

In addition, the Public Service Accountability Monitor (PSAM) of the United Nations argued that “a major obstacle to poor service delivery in South Africa, especially at local government is poor governance, which includes not only corruption also poor performance on the part of leadership and government officials in their management of public resources as well as lack of political will to act against underperforming officials” (Holtzhausen and Naidoo, 2011: 736). The department of Cooperative Governance and Traditional Affairs (COGTA) identified similar reasons to the PSAM, such as poor ability of councillors to deal with the demands of local government, inadequate accountability measures and support systems and resources for local democracy, poor compliance with regulatory and legislative frameworks, tensions between the political and administrative interface, lack of clear distinction between the legislative and executive, and insufficient separations of powers between municipal councils and political parties (Holtzhausen and Naidoo, 2011).

Reddy and Govender (2013) argue that several governance challenges have emerged, such as “inter-alia, unfunded mandates, rampant corruption, nepotism, violent service delivery protests, capacity constraints, crime, lack of communication, transparency and accountability, limited civic engagement and a significant number of municipalities that are not financially viable”. This has a negative impact on good governance and ultimately on outcomes and outputs. In addition, the Department of Cooperative Governance has also mentioned several challenges facing local government, such as poor assimilation of planning and budgets and simultaneous sector programmes, capacity constraints, poor coordination of government service delivery and cooperative governance (Reddy and Govender, 2013)

In order to address these challenges, the former South Africa’s President, Jacob Zuma and the then Minister of Cooperative Governance and Traditional Affairs introduced the Delivery Agreement on 29 April 2010. The agreement was aimed at achieving responsive, accountable, effective and efficient local government systems (Reddy and Govender, 2013). Furthermore, the huge number of public protests against poor municipal service delivery showed that consultation and civic engagement structures were not functioning well, also, poor quality of local leadership impacted negatively on local governance (Reddy and Govender, 2013).

According to Reddy and Govender (2013: 93), “there is a strong view that local government is concerned with political opportunism rather than advancing the interests of local communities”. Increasingly, governance principles and values are sacrificed for political power and individual gain. Therefore, it is questionable whether one can claim that “local communities can be empowered through the transfer of power and resources thereby enabling them to resolve local issues and promoting local democratic participation in the process”.

Reddy and Govender (2013) questions that when people are placed in similar power positions, will they not do the same as the previous leaders? Reddy and Govender (2013) showed how people in leadership tend to optimise their own political interests instead of those they are supposed to serve. The broader issues to be investigated included examining the effects of politics on service delivery using uMlalazi local municipality as a case study.

In the 25 years of democracy, some strides made in certain key sectors of the economy like education and health have been seen, however, at local government, level the equality and efficient delivery of basic services to people like water, sanitation, housing and electricity remains a huge challenge (Mdlongwa, 2014). In recent years, an escalation in the number of violent service delivery protests across the country with people frustrated at the slow pace of delivery and also at corrupt practices that have become endemic in some municipalities have been seen. It is therefore important to look at some of the challenges within local government in order to understand how they hamper service delivery (Mdlongwa, 2014).

According to Managa (2012), the African National Congress (ANC) used the slogan of “A better life for all” as its trump card to win the first democratic elections in 1994. Along with other such statements, this slogan indicated a keen interest from the ANC to deliver services, particularly to the poor. Political campaign manifestos after 1994 created expectations as politicians made promises most likely to satisfy voters during each new election campaign. In so doing the politicians raised public’s expectations, in some cases understood to be creating false perceptions that, following the election, communities would receive the services promised. Once these promised services were not delivered, communities began to panic and resort to protest action(s).

When the ANC took over the reins of government after the April 1994 elections, one of its challenges was how to deliver equitable services to all South Africans. Understandably, the process would take some years, a new Constitution of South Africa which was adopted in 1996, guaranteed human rights and democratic governance, promised efficient delivery of services and founded a number of reforms aimed at achieving equity, access and the redistribution of resources (Muslow & Mc Lennan, 2009).

Harber (2009) sees the use of the service delivery as part of a ‘technocratic’ description of the relationship between citizens and the government. Thus, the

government delivers while citizens receive. For Harber (2009), the term has become part of a major linguistic and conceptual conundrum. Alexander (2010) argues that, whereas government statistic in 'service delivery' since 1994 is impressive and has been supplemented by a number of pro-poor polities, such as free basic water and free basic electricity, demographic changes have undermined the improvement in conditions of the poor. President Jacob Zuma in his State of the Nation Address of 2011 remarked: Compatriots, while many others who are still waiting, not surprisingly, he promised that the government would make service delivery move faster (Zuma, 2011).

According to Cloete (1998), it is however, unnecessary to apply managing service delivery in local government, while they seem appropriate to service organisations. Generally, these notions of equality do not necessarily meet all the criteria for quality in the provision of public services. This is precisely so because delivery of public services is a process based on broadly accepted normative and ethical values, as well as other prescribed guidelines. Ultimately, quality in local government cannot be isolated from those values, which relate to what is perceived as worthwhile in society. These values provide an ethically justifiable platform for determining and evaluating public service processes and outcomes, which might permeate the orthodox market-oriented notion of a quality culture in service delivery.

According to Swason (2013), the need to evaluate the effects of service delivery in South Africa in general cannot be overemphasised. It is true that South Africa as a country is coming from a state of inequality and disparity in service delivery and will find it very challenging to address these disparities. It is, however, very important that various studies that have been done in terms of service delivery should in turn be evaluated so as to effect improvement on service delivery in general.

(Muslow and Lennan, 2009) note that in order to redress these past imbalances, the ANC government was confronted with the challenge of transforming a racially and ethnically fragmented and unequal public service delivery system into one that would be able to meet the demands of a newly franchised citizenry for economic, social and political development. Consequently, the legacies of the National Party government combined with widespread poor budgetary and financial management, a massive backlog in basic services and infrastructure, race and regional inequalities in provision and sometimes tense social relationships, tended to limit opportunities for social development and expanded delivery.

According to Masango (2002), before the democratic dispensation in South Africa, apartheid government deprived people of good public participation in policy making and implementation in all three spheres of government. As a result of this, the majority of black South African was not afforded an opportunity to contribute to the process of developing and implementing policies that affected them particularly with regards to their participation.

Simpson (2010) contends that the frequent, local government service delivery protests taking place in South Africa are almost a replica of what happened in most townships during the 1980's, when the disenfranchised majority of Africans took to the streets to protest against the imbalances of the National Party's (NP) government, in as far as the provision of services was concerned. However, Simpson's analysis forgets to indicate the different circumstances that prevailed at the time.

It is generally argued that service delivery protests as experienced in South Africa under the African National Congress (ANC) rule resembles the protest riots during the apartheid era. However, in this study the researcher argues that such analysis is more of a simplification of the political dynamics in the country (Simpson, 2010)

Mathegka and Buccus (2006) argue that while the institutions of local government have been created with genuine intentions to positively effect and to bring about social and economic delivery at local government, these institutions have not been able to live up to expectations.

Under the ANC's rule, the mismatch between expectations, on the one hand, and limited skills, capacity and commitment on the other dented the dream of local democracy. The protests registered side-by-side dissatisfaction with the quality and reach of service delivery, as well as the mechanisms of public representation of community interests to the municipality (Booyesen, 2009).

According to Booyesen (2007), the politics of service delivery in South Africa is both a top-down and bottom-up process. From top-down perspectives, the government determines policy frameworks and mechanisms of implementation, sets budgets and interprets mandates. Bottom-up perspectives illuminate the struggles of ordinary people for service delivery. Therefore, service recipients struggle to make their voices heard in the corridors of power that meander from local municipalities upwards to provincial premiers.

Southhall (2009), states that political appointments to senior executive management positions in South Africa compromised services and suggested that it was unlikely that existing levels of technical expertise would be maintained. In one way or another, the appointments of people without the relevant expertise compromised service delivery.

Gumede (2009) argues that one problem in South Africa is that appointments to crucial posts in the civil service are still often based on political connections. This is also why it appears that the same senior civil servants rotate from one top job to another because the government believes that they are the only set of people that can be politically trusted. This means that the best people are not always recruited to manage crucial jobs. Thus service delivery remains one of the biggest challenges that the government faces (Mdlongwa, 2014). He further argues that one can see there are quite a number of challenges within local government that hamper service delivery. In order for South Africa to truly forge forward in this post-Mandela era, it is of paramount

importance that the government pays particular attention to the quality and efficient delivery of basic services.

Ngwane et al (2003) examined deprivation in terms of basic needs by comparing the progress in service delivery at the provincial level between 1995 and 1999, using the October Household Surveys. They found that nationally, the lack of formal housing seemed to be on the increase, while the proportion of households deprived of safe water was unchanged over the period. The analysis highlighted disparities between rural and urban areas in South Africa. An example is the differences in the use of electricity as an energy source for heating: in 1999, approximately 77% of households in urban areas were using electricity, compared to 16% in rural areas.

Le Roux Booysen (2003) used measures to construct the so-called reconstruction and development indices per province. By construction, the index values reflect improvements in delivery if more households have access to piped water inside the dwelling, or if more households have access to electricity for cooking, heating and lighting. The focus is on the level of local municipality, of which there are 231. This excludes six metropolitan municipalities and twenty district municipalities which are excluded for their population size and urbanised system. However, aggregation of data at the metropolitan level does not allow one to distinguish between some of the best and the worst in service delivery that the country has to offer in formal and informal settlements.

The district municipalities are excluded for their lack of population size and diversity of service delivery. These municipalities cover large, sparsely populated rural areas with limited delivery of basic services. Both the Census and Community Survey data are presented in accordance with 2005 boundaries (Le Roux Booysen, 2003).

Ensor (2008) argues that one has to keep in mind that delivery of housing is a provincial responsibility, though it takes place at local level. Recently, the National Treasury proposed that the responsibility and funding should be assigned to local municipalities in the hope that this may help to overcome a lack of capacity and technical expertise in order to effectively provide this basic service.

Habib & Maserumule (2010) observe that when the ANC came into power in 1994, it inherited a nearly bankrupt state. There, the government was onerously overwhelmed by reviews of legislation to respond to community needs and this was a challenge in the first five-year term of democratic political leadership (1994-1999) under former President Nelson Mandela. This was followed by another transformation and implementation challenge in the second term, from 1999 to 2004, under the leadership of President Thabo Mbeki. The latter epoch overlapped with the constitutional development of the local sphere of government of national and provincial governments.

While one could say that the sphere of local government was ushered in at the right time to assume its well-defined responsibilities, Kanyane (2010) posits that, on the

contrary, transformation and policy development of the national and provincial spheres of government overtook local government. Powell (2012) later claims that by the time the implementation began in 2000, the force of this transformative vision was already spent; it was overtaken by hard political and economic realities, overwhelmed by the scale of institutional changes involved and the distance between the ideal and delivering practical change (Powell, 2012).

According to Kanyane (2010), it certainly could be argued that the policy development process is very critical and that local government could have jointly participated in this process from the beginning, during the ushering in of democracy in 1994. According to Kanyane, it would most likely have owned the reformation process and helped to spearhead and speed up policy development.

Hence, Tsatsire, Taylor & Raga (2010) maintain that local government cannot fulfil its mandate without a partnership with provincial and national government. The establishment and maintenance of sound intergovernmental relations have, therefore, become vital in ensuring the success of local government. It is for this reason that the rendering of services has to take place within the spirit of cooperative government, as stated in Chapter 3 of the Constitution of the Republic of South Africa, 1996, and all three spheres of government must be seen as equal partners rather than hierarchies, which seem to compete and overlook the importance of each other.

Hologram (2003) considering the achievements of the past three terms of democratic government, states that it appears that the ANC-led government was doing too many things at once. For example, since 1994, South Africa has been involved in policy development, ceaselessly striving to address the injustices of the past, meeting the basic needs for all, reducing its physical infrastructure backlogs, establishing social security as well as implementing policy alleviation measures, amongst others. During the first democratic era, 1994 to 1999 the government aimed mainly at developing policies and transforming the state, but there were also parallel processes to be maintained in order to deliver municipal services through transitional local councils. Between 1998 and 2009, local government underwent yet another transformation while municipal service delivery was at stake; this is to say that such transformation accounted for the tardy development of service delivery in the municipalities.

Taken from President Mbeki's term, President Jacob Zuma's administration (from 2009-2018) was obliged to focus solely on addressing municipal service delivery challenges. Hence, Kondlo (2010) claims that this administration is perceived by the masses as the public "service delivery administration" which came to power on the back of promises to the poor majority to provide a better future for all. However, inadequate service delivery is an escalating problem and a growing challenge confronting the current leadership; hence, Gumede asserts in Reddy (2010) that, for most township residents, getting a pavement fixed or the rubbish cleared that has piled up on the streets is a distant dream. To Gumede, many communities still do not receive water, electricity, housing and sanitation.

As Kanyane (2010) puts it, protests, strikes and riots within the first 100 days of Zuma's leadership showed the impatience of the citizenry. This impatience continues to frustrate the efforts of the new government to act responsibly. It is now obvious that President Jacob Zuma's first term of office, left communities disgruntled about service delivery. In this respect, Reddy (2010) is of the view that recurring protests against poor service delivery in all nine provinces is a cause for concern. Reminiscing about the historical past, the local sphere of government has been continually challenged to deliver quality services.

Since 1998, the local sphere of government has not had enough capacity; hence justification for Reddy's (2010) claim that there has, of late, been concern as to whether local government is in fact able to discharge its developmental mandate or not. According to Reddy (2010) the government launched Project Consolidate in 2004 to assist municipalities that were experiencing difficulties in undertaking their basic functions. The project identified 136 municipalities in need of assistance; 50% of these municipalities were dysfunctional and were experiencing problems financially, in relation to service delivery or development tasks. The local government expenditure review (2011:4) warns that there is an urgent need to stabilise the senior management cadre of municipalities. In this sense, the appropriate technical skills need to be in place.

According to Sibanda (2012), in 2000, the transition of municipalities into fully-fledged municipal status brought about a reduction from 843 transitional municipalities to a total of 284 municipalities. The total number of municipalities was further reduced to 283, in 2006, following the demarcation process in terms of the Municipal Demarcation Act, 1998 (Act No. 27 of 1998), and constitutes 6 metropolitan municipalities, 231 local municipalities, and 46 district municipalities (Davids 2006, 1-10 and Reddy 2010, 67). It was later downsized from 283 to 278 after the May 2011 local government elections (Sibanda, 2012).

At this point, the fully-fledged municipalities were expected to deliver effective and efficient services, but ward councillors and municipal councils were not ready to meet this obligation due to party political laxities. In fact, local government should have the institutional memory and technical expertise regarding how to run the affairs of the municipalities. The lack of these vital elements is a recipe for disaster which compromises the delivery of basic services by the municipalities to their respective communities (Gumede & Reddy, 2010).

According to Gumede & Reddy (2010), it is appropriate to underscore the fact that the municipal elections do not take place simultaneously with national and provincial elections. For example, national and provincial elections took place on 22 April 2009, yet the municipal elections were conducted a year later, on 18 May 2011. This misalignment in elections has the potential to cause service delivery disruptions due to the appointment of a new suite of the municipal mayors and councillors, to say the least, and calls parallel tenure of office and strategic planning.



Section 53 of the Constitution of the Republic of South Africa, 1996, states that, a municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes (RSA Constitution, 1996).

IDASA (2010) emphasises that the fundamental goal of a democratic system is citizen satisfaction. The effectiveness of good local governance therefore needs to be judged by the capacity of local government structures to provide an integrated developmental approach to social and economic development issues and to supply essential services which are congruent with the needs and desires of the local communities. In this regard, municipalities are to be able to identify and prioritise local needs, determine adequate levels of services and allocate the necessary resources in order to fulfil the aspirations of the society.

According to Wallis & Dollery (2001), incapacity in many developing countries is so endemic as to preclude even the adequate delivery of minimal services, let alone any more complex operations. South Africa is not immune to this problem. The rendering of municipal services to satisfy a specific community's needs is, of necessity, dependent upon the availability of sufficient resources. All spheres of government are frequently confronted with increasing and competitive demands for more and effective services and a general lack of sufficient resources to meet such demands.

Powell (2012) views that the new sphere of government was being asked to do more with less resources and a crumbling skills base. As previously stated, the introduction of the Project Consolidate during President Mbeki's era which attempted to resolve this crumbling skills base by deploying the necessary expertise to all affected municipalities.

Powell (2012) confirms that Project Consolidate deployed technical experts to 136 municipalities, generally in rural areas or former homelands which had the highest backlogs in basic services and were economically depressed. Similar programmes, such as Syenza Manje, were also employed; it was however difficult to measure the impact of these interventions. The 2010 budget deficit is a case in point where the poor are vulnerable to the unintended consequences of policy decisions.

According to the Local Government Budgets and Expenditure Review (2011: 62), municipalities' actual total operating expenditure increased in real terms by 11.8 per cent annually from 2006/07 to 2009/10 and is estimated to grow by 6.4 per cent over the medium term. More often than not, there exists a disjuncture between municipal expenditure and service delivery outcomes due to the inefficiencies in the machinery of government, and municipalities' consequent inability of delivery basic services to the community.

Inefficiencies in service delivery or corruption might also quickly translate into increased expenditures and thus reduce the availability of resources to address the

core objectives of poverty reduction and economic development (Local Government Budgets and Expenditure Review 2011: 68). Hence, the reality on the ground is that increasing expenditure is incommensurate with policy outputs and this political and economic problem is a cause for concern. For example, there has been constant growth in capital expenditure on water and sanitation, however, the Blue Drop Report and Green Drop Report, by the department of water affairs, indicate that there are a large number of smaller municipalities that have inadequate water and sanitation infrastructures, or which are in a very poor state (Local Government Budgets and Expenditure Review 2011: 66).

According to Fourie & Valeta (2008), it is a fact that municipalities depend on strong revenue bases to sustain their viability and ability to deliver services to individual households. In situations where these revenue sources are depleted, communities will likely be characterised by high levels of abject poverty and unemployment and also have strong elements of rural and informal economies, resulting in increasing demands for subsidisation and welfare, which are unsustainable. This is evidenced by the escalation of informal settlements which puts pressure on the municipalities to provide free basic services (FBS) such as water, electricity and housing for the indigents. A free basic service in itself is burdensome and causes policy failure.

This, according to Reddy (2010) must be solved by the executive leadership of the municipality as the Masakhane campaign has made no difference over the past few years. It is therefore necessary that a baseline study should be conducted to survey the resource capacities in terms of basic service delivery of the municipalities. The financial model of integrated and coherent public service to be proposed must, in the end, justify the means, including its contribution to the promotion of the general standard and welfare of society. It can be deduced that the government cannot afford to take policy decisions arbitrarily because such decisions always have financial implications which, in the end, irk the grassroots. Any change in the nature and scope of the municipal services rendered stems from a change in or amendment to policy and may become a financial burden if not carefully contemplated.

To this end, one of the serious challenges facing municipalities is how to deal with the ANC'S policy of cadre deployment and the consequences of this policy. One inference which can be drawn is that, "the ANC's cadre deployment systematically places loyalty ahead of merit and competence and is therefore a serious obstacle to an efficient municipal service. Politically connected, and in many cases, incompetent people are deployed in senior positions. Unqualified people are unable to deliver services efficiently and effectively" (Centre for Development and Enterprise, 2009:8-24).

While not all inefficiency problems can be blamed on the ANC's policy of cadre deployment, already, the ANC (2012: 4) in its Fourth Policy Conference Recommendations acknowledged the setbacks related to cadre deployment and recommended that cadre deployment be underpinned by a rigorous system of monitoring and evaluation of the performance of those cadres deployed and elected

to leadership positions. This includes the proposal that cadre deployment should also consider academic qualifications, making sure that loyalty is not considered ahead of but together with skills, competency and merit.

Nleya (2011) writes that service delivery remains a central, real and symbolic part of the actualisation of a meaningful life in poor areas. This is because improved services are linked to increasing the dignity of the poor who were systematically denied legitimate space and decent living conditions under the apartheid government. For this to be made possible, Tewary (2011) reasons that political will and leadership are needed to steer government structures responsible for service delivery, and this includes stable municipal administration, in order to utilise public funds appropriately to achieve its intended goals.

According to IDASA (2010) the failure of municipalities to deliver basic services causes immense hardship for the residents of municipalities, and have a detrimental impact on social and economic development. Madue (2008) posits that the difficulties cannot be completely detached from the contextual realities in which the government functions. One of the major challenges is the incapacity of municipalities to deliver services to the communities that will be effective and efficient to the society at large.

Dzengwa (2007) asserts that some municipalities still find themselves neither financially viable nor economically active. In such instances, these municipalities are under distress and have been constrained in their ability to provide services and to sustainably generate their own revenues. Of further importance are service delivery protests which are common strategies (either good or bad) to express dissatisfaction with the state. The number of protest activities in various parts of South Africa suggests a substantive level of impatience and dissatisfaction as already alluded to earlier in this discussion.

In spite of South Africa being accepted by the world as a democratic state with a good constitution, democratic elections and parliamentary oversight, there are many instances of deplorable and slow paced service delivery which compels local communities to engage in protest action to vent their frustrations, especially during the run up to elections (Reddy, 2010).

According to Ndletyana (2007), the deplorable state of service delivery is due to the fact that municipalities throughout the country are generally in a less than satisfactory situation. Cooperative Governance and Traditional Affairs (2009: 12) clearly states that councillors have been accused of being arrogant and insensitive to the needs of the community. Lack of effective conflict management and the absence of coherent systems to measure service delivery, or the quality of the client interface, are some of the political reasons underlying protest action. Increasing service delivery protests and campaigns about escalating rates suggest perceptions of poor governance and lack of capacity at municipal level.

The State of the Cities Report (2011) refers to governance as the activity of governing and government, as well as the instrument that undertakes it. There is therefore a need to strengthen accountability mechanisms (and community engagement) to ensure effective and efficient service delivery that is free from conflicts, protests and riots.

Mbaku (2008) asserts that in several regions around the world, especially in Africa, corruption remains an important obstacle to political and economic development. While corruption enriches only a few government officials, politicians and tender owners for example, it has generally stunted the creation of wealth and severely limited and hampered the government's ability to deal effectively with poverty and deprivation.

Daw (2006) avers that in recent years, many municipal distribution portals suffered financial collapse and many others are facing severe problems with debt, including their inability to pay the state-owned energy supplier.

Mashigo (2010) contends that the electricity crisis in 2007 impacted upon South Africa's economic growth and led to a decline in foreign investor confidence. The crisis has negatively affected productivity, for example, it continues to hinder farmers from harvesting their crops, forces producers to partially close mines, putting the very jobs at risk that should be nurtured, and it prevents new building projects from being electrified, thus causing members of the society to struggle to access municipal energy services. The continuing unpredictability of the power supply has the potential to cause major municipal service delivery disruptions.

It is of paramount importance to state that stakeholders are critical in service delivery, but sometimes handling huge projects which involve a multiplicity of stakeholders can lead to the collapse of municipal services. The delivery of municipal services is not simply an administrative or managerial problem, but a convoluted political process of deciding who gets what, when, how, where and from whom because of the many actors that operate on multiple levels. For example, in deciding upon a municipal infrastructure project, it includes many players such as a ward councillor and ward committee to identify the need for such a road or a bridge in consultation with the community (Mashigo, 2010).

Another issue affecting municipal service is planning. The national, provincial and local spheres of government planning are not aligned and coordinated; this usually results in the duplication and wastage of resources. For example, many Local Economic Development (LED) and IDP initiatives are not aligned with provincial and national priorities. Fourie and Valeta (2008) warn that if the problem of service delivery remains unresolved for much longer, the country will continue to struggle to bridge the gap of inequality between the rich and the poor. Metaphorically, the "haves" (who are in the minority) are trapped within the sea of the "have-nots" and this gap remains un-bridged (Fourie and Valeta, 2008).

Bosch (2011) adds that planning in South African government has not yet taken into account the reality of different cycles because Monitoring and Evaluation (M&E) is not yet the life-blood of sound and efficient planning and implementation. Whilst there is some level of good planning cycle in government, effective M&E still has to play a major role in enhancing the effectiveness of development programmes and projects. This planning cycle according to Bosch (2011) should focus on the results that matter in order to learn from past successes and challenges so that current and future initiatives are better able to expand people's choices and also to improve their lives.

In the first five years of the new democratic government in South Africa, very few departments engaged in systematic monitoring and evaluation of their policies and programmes. The late 1990s saw early attempts by government to introduce Government-wide Monitoring and Evaluation (GWM&E). These attempts were not successful and in 2004 there was a renewed effort at GWM&E. The policy framework for the GWM&E system (2007; 5) outlines that the government is also in the process of refining its system of monitoring and evaluation to improve organisational performance and the quality of outputs, providing an early-warning system and implementation strategies to respond speedily to problems as and when they arise (Bosch, 2011).

The establishment of the Ministry for Performance Monitoring and Evaluation in January 2010 in the Presidency following the 2009 general elections has catapulted GWM&E to greater prominence. The National Planning Commission was also established in 2009. This was based on the premise that getting development results depend on much more than good financial management. Government agreed that for any organization, public or private, delivery depends on the quality not only of the financial side of its balance sheet, but also of its real side, the quality of its people, and how effectively they are deployed and led.

Licona (2007), states that monitoring and evaluation systems must generate reliable and timely technical data to enable informed decisions to be made. One observes that as evaluation accounts for what has happened, monitoring gives an account of what should happen so as to allow room for early warnings and intervention to take its course. However, despite the establishment of the Department of Performance Monitoring and evaluation (DPME), during Zuma's Administration, GWM&E remained a challenge as it was not yet practically institutionalised and co-ordinated. DPME is still in a learning phase to make the GWM&E evolution and revolution practically impactful, especially at local sphere of government where it matters most.

Phillips (2012) admits that a lot of grounds still need to be covered in institutionalising the concept of monitoring and evaluation in government. For example, Bosch (2011) says that developing monitoring and evaluation capacity in government is an on-going challenge that would still persist for some time unless more creative solutions are introduced. The number of technically proficient GWM&E practitioners in government is still not sufficient to meet the increasing demand for GWM&E. The problem is more

acute in provincial and local governments. There are still challenges in the GWM&E system that need attention such as creating a demand for and better understanding of GWM&E in government. One also observes that evaluation is buried under monitoring; hence, CLEAR (2012) warns that evaluation should be elevated from under the shadow of monitoring.

According to Hologram in Kanyane (2010), in spite of the achievements attained since 1994, there are still contradictions in service delivery and many challenges for socio-economic development, especially in rural based municipalities. These include high levels of poverty in and around urban areas, but mostly affecting rural towns. Hologram, in Kanyane, goes further to state that despite South Africa's relative wealth and a developing modern economy, economic growth has not yet benefitted the majority of the country's poor communities.

South Africa remains one of the most socially unequal countries in the world. It appears that, since 1994, economic growth has been associated with growing poverty and increasing exclusion of the poor from the mainstream of the market economy (Hologram in Kanyane, 2010).

Moreover, government statistics in service delivery since 1994 are impressive and have been supplemented by a number of pro-poor polities, such as free basic water and free basic electricity, amongst others, while demographic changes have undermined the improvement in conditions of the poor (Alexander, 2010).

Local government systems across the world have come under intense scrutiny over the past two decades. A good deal of the concern by policy makers has been expressed over various aspects of local government, including its operational efficiency. This has seen a wave of reform in many local government jurisdictions which has encompassed almost all dimensions of local government structure and function (Dollery, et al, 2008). South African local government has not been immune to these international trends and it too has been subjected to vigorous change. (Cameron, 2001; Visser, 2001).

The dramatic nature of local government reform in South Africa has its roots in the apartheid legacy that confronted policy makers in the first post-apartheid administration. This legacy included a high degree of economic, spatial and social inequality between the different population groups, together with a 'dual economy' divided along racial lines, and segregated urban areas. Post-apartheid policy makers responded with a range of measures aimed at addressing these inequalities across the entire gamut of economic and social indicators. The most important of these measures consisted of the 1994 Reconstruction and Development Programme (RDP), which sought to coordinate the efforts of central, provincial and local governments into an integrated national whole (Lester, et al, 2000).

The RDP placed great emphasis on the role of the local government in this process based on the premise that the democratic government will reduce the burden of

implementation which falls upon its shoulders through the appropriate allocation of powers and responsibilities to lower levels of government (Republic of South Africa, 1998).

This emphasis was given sharper focus in the White Paper on Local Government, which held that local government must co-operate with local communities to find sustainable ways to meet their needs and improve the quality of their lives (Republic of South Africa, 1998)

The notion of 'developmental local government' thus grew out of the perception that the role of local government in South Africa should expand decisively from its traditional narrow concentration on 'services to property' to embrace local economic development and local economic growth as well as the conditions that stimulate these elements of national development (Nel and Binns, 2002).

The White Paper on Local Government set out four key aims for developmental local government. In the first place, the provision of a basic level of household services, especially electricity, sewerage and water, to households without these services, should take priority. Second, municipalities should seek to ameliorate the 'spatial legacy of apartheid separation' through the integration of previously segregated urban areas. Third, local economic development should be stimulated through local economic growth and local job creation. Finally, 'community empowerment and redistribution' should be addressed (Republic of South Africa, 1998).

Drollery, et al, (2005) state that while objectives are certainly laudable in the context of post-apartheid South African society, striven by striking racial inequalities, they placed a massive burden on a municipal system that had previously confined its activities to a narrow range of local services. This burden was exacerbated by an acute lack of local government capacity, especially in terms of administrative and technical skills.

According to Dollery and Graves (2009), weak financial compliance management and chronic funding shortages problems also apparent at higher tiers of government in South Africa. In essence, the problem of local government incapacity seems to derive mainly from a lack of skilled human resources in South African local government. Against this background, there is an obvious need to assess the progress made by local government to achieve its new objectives.

Macdonald and Pape (2002) and Miraftab (2004) argue that, till date there has been no work on evaluating econometrically the efficiency of local government service delivery.

## **2.6 Constitutional Basis for Service Delivery**

Local government is the third sphere of government, and as the government closest to the people, it regarded as a vehicle for delivery of services to communities. However, the perceived slow pace of service delivery by municipalities has resulted in

growing impatience and dissatisfaction, particularly among poor communities, which have been demonstrated by spontaneous protests and unrest across the country. In terms of section 40 (1) of the Constitution of the Republic of South Africa (1996), government is constituted as national, provincial and local spheres, which are distinctive spheres, with a mandate to govern, to provide services such as water, electricity, houses, roads and sanitation, and to promote social and economic development.

Section 178 of the Interim Constitution Act 200 of 1993 provides that local government conduct its administrative and financial affairs along sound principles of public administration, good government and public accountability (Gutto, 1996). Local government must therefore be restructured and adjusted to meet the dictates of chapter 3 of the Bill of Rights. The Constitution of 1996 assigns these responsibilities to local government systems and officials.

In relation to the above, the Inter African Group (2007) has reiterated that constitutionalism is a principle that upholds a system of governance based on the consent of the governed and agreement are enablers of human security achieved through constitutional stability. The group further argues that a constitution should aim at bringing about an overall situation of societal wellbeing in an environment marked by harmony, credibility and predictability of the socio-economic and political order grounded in the rule of law.

Local government is considered by communities to be the delivery arm of government in South Africa and poor communities feel betrayed because their active participation in government-provided spaces for participation, such as municipal elections, ward committees and integrated development planning (IDP), has not yielded the results of promised development (Theron, 2008)

Legitimate government attracts respect from its citizenry, who generally cooperate and participate in implementing its policies and thus promote stability. Ngwenya (2011) states that while South Africa has a liberal constitution, a question remains as to how effective it is at enhancing human security. Considered as a relatively stable state, with a sophisticated infrastructure, she notes that the country is nevertheless afflicted by high levels of poverty and unemployment, with the ruling party regularly accused of intolerance to organized opposition, of widespread corruption and of poor service delivery. She concludes that “one is tempted to agree with libertarian thinker Murray Rothbard, that constitutions are incapable of restraining governments and do not protect the rights of citizens from their government”.

## **2.7 The White Paper on Transforming Public Service Delivery on Local Government of 1997**

The White Paper on Transforming Public Service Delivery (1997:15) defined service delivery as, “the ability of any public institution to deliver services to the communities in an efficient and effective manner. Improving the delivery of public services means



redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of the 40% of South Africans who are living below the poverty line and those, such as the disabled, and Black women living in rural areas, who have been previously disadvantaged in terms of service delivery”.

Section 152(1) of the Constitution of the Republic of South Africa Act, 1996 (Act 108 of 1996) provides the following objectives of local government to have effective delivery of services and to protect public interests:

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

The above-mentioned objectives are in many ways linked to service delivery. For example, they all encourage efficient provision of services to the communities who will then be empowered and be able to participate effectively in a democratic government. Participation is expected to encourage them to pay for their services which will eventually sustain municipalities in terms of service delivery. These constitutional obligations of the local government are further extended to various pieces of legislation, for example, the White Paper on Transforming Public Service Delivery (1997). The objective of the White Paper is to provide a policy framework and a practical implementation strategy for the transformation of Public Service Delivery. It propounds the following principles for service delivery which eventually are adopted by the government as Batho Pele (People First) principles:

- a) Consulting users of services;
- b) Setting service standards;
- c) Increasing access;
- d) Ensuring courtesy;
- e) Providing more and better information;
- f) Increasing openness and transparency;
- g) Remedying mistakes and failures; and
- h) Getting value for money.

For the municipality to be successful in service delivery, the first step is to consider the needs of the community. This is an obligation which is also spelled out by Section 73(1) (a) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000). From these community consultation sessions, the Integrated Development Plan (IDP), which is the heart of the municipality is generated. Within the municipality there should be proper systems and resources that will help the municipality deliver services efficiently and effectively. If services are delivered smoothly to the community, people

participate in all systems of the municipality and are encouraged to pay for services. The municipality then receives accolades for performing well.

The success of Batho Pele will be determined by the progress made in efforts to transform the public service, as well as transformation occurring in society in general. While there is scope for success, the limitations are more likely to be in the form of inherent qualities of the public service such as the bureaucracy and extensive legal regulations (Khoza, 2002).

According to Pillay et al (2006), and Nleya (2008), rural-urban migration and declining family sizes have compounded the large services backlogs in poor areas across the country. President Jacob Zuma in his State of the Nation Address of 2011 remarked: “compatriots, while many others who are still waiting, not surprisingly, he promised that the government would make service delivery move faster” (Zuma, 2011: 32).

Since Gumede (2009), South Hall (2009) and other scholars had pick pointed out that politicians have the effects on the poor service delivery. Therefore, this study seeks to investigate the political interference in the administration of service delivery on why they interfere in the administration of service delivery, how they affect the service delivery, the level of their interferences and possible way forward with regard to the problem of undue political interference.

## **2.8 Theoretical Framework**

Visser (2010) reported that, South African municipalities experience serious challenges in dealing with the interface between politicians and officials. Inappropriate political interference in administrative matters as well as strained relations between key political and administrative officials in the municipalities appears to be the order of the day. Oftentimes, the lack of a separation of powers between legislative and executive authority at local government level is blamed for this since legislative and executive authority are different. This contribution has attempted to draw the attention away from the conflation of legislative and executive authority in the municipal council while still recognising it as an important background.

Local government, again, works in a more complex system. Since the Constitution designates the municipal council as the executive, it is essentially the employer of all municipal staff. Legislation has sought to separate council from the administration to some extent. The Municipal Systems Act mandates the municipal council to appoint senior managers (that is, the municipal manager and managers that report to him or her, see s 82(1)(a) Municipal Structures Act and s 56 Municipal Systems Act), and further appointments are made by the administration itself. The Code of Conduct for Councillors includes a provision that prohibits councillors from interfering in the administration 9item 11 schedule 1 Systems Act). Taking a harder line of separation, the Municipal Finance Management Act (MFMA) has barred councillors from taking part in tender decisions (s 117 MFMA) and includes many provisions that seek to separate the council from the administration (RSA Constitution, 1996).

Whilst the above explanation may provide a superficial explanation for many of the political interfering administration, the empirical evidence must be understood within a theoretical framework before a deeper interpretation of reality can be made.

### **2.8.1 Politics- Administration Dichotomy Theory**

According to Svara & Overeem (2006), for more than a century, the politics-administration dichotomy has been one of the most disreputable issues in the field of public administration. The politics-administration dichotomy has had a strange history in public administration. It expands and contracts, rises and falls, but never to go away. Wilson (1887: 18) states that the field of administration is a field of business. It is removed from the hurry and strife of politics. Administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the tasks for administration, it should not be suffered to manipulate its offices.

Wilson was concerned with both the corrupting and politicizing interference of party organisations in administrative affairs (Stillman, 1973). He was critical of the way Congress handled core legislative functions. He stated that Congress policy making was haphazard and its oversight was weak. When Wilson suggested the clearer differentiation of politics and administration, he was seeking to strengthen and redirect the former while protecting the latter (Svara, 1998: 52).

Public administration is detailed and systematic execution of public law but the general laws are obviously outside of and above administration. The broad plans of governmental action are not administrative; the detained execution of such plans is administrative (Wilson, 1966: 372).

However, Wilson originally considered politics and administration as independent, but later embraced version of the dichotomy, which assumed that politics and administration interact to improve the organic state (Martin, 1988). In this time, Wilson asserted that administrators would directly interpret and respond to public opinion. Therefore, they should be involved in the policy process and elected officials should be involved in the administrative process (Wilson, 1966:375).

Wilson's change of mind can be explained that on the one hand, he admired the administration of European countries and proposed learning from them, which would not have been possible unless administration was distinctly separate from politics. On the other hand, his ultimate concern was to promote democracy, for he believed that the function of administration was to rescue democracy from its own excesses (Yang & Holzer, 2005: 113-4).

Miewald (1984:25-6) contends that this view of administrators was even clearer in Wilson's later lectures that stated that the real function of administration is not merely ministerial, but adaptive, guiding, discretionary. It must accommodate and realize the law in practice. In Miewald's view, such administrators also were politicians and they must have the freedom to make ethical decisions.

Van Riper (1984: 209) asserts that Wilson cannot be blamed or given credit for originating the dichotomy. In his view, Wilson like some of his contemporaries simply wanted to advance the partisan (not political) neutrality of the civil service. Svava (1998: 52) argues that Wilson's view of the administrative function was broad and not consistent with the dichotomy model as it came to be articulated later. He refers to this Wilson's note that large powers and unhampered discretion seem to me the indispensable conditions of responsibility for administrators.

The European version of the dichotomy was accepted by Frank Goodnow. In his book "Politics and Administration" (1900), Goodnow attached to the executive, legislative, and judicial functions as three basic functions of government. Instead, he argued that, there were two basic functions of government: the expression of the popular will and the execution of that will. The three traditional powers were derived from the two functions, and each of the three branches of government combined in different measure both the expression and the execution of the popular will. Goodnow argued that the function of politics was to express the state's will and the function of administration was to execute the state's will. He contended that it was analytically possible to separate administration from politics (Goodnow, 1900: 9-13).

Goodnow argued that certain aspects of administration were harmed by politics and should have been shielded from it. He argued that: "political control over administrative functions is liable to produce inefficient administration in that it makes administrative officers feel that what is demanded of them is not so much work that will improve their own department, as compliance with the behests of the political party" (Goodnow, 1900: 83).

Politics-Administration Dichotomy theory will encapsulate this study on the grounds that it talks about political-administration since the researcher is evaluating the political interference in the administration of service delivery, it will also help the researcher to achieve the aim and objectives of the study when analysing the data to support the arguments.

### **2.8.2 The Classical Public Administration Theory**

According to Wilson (1887), Public administration theory is divided into three branches. The three branches are, Classical Public Administration Theory, New Public Management Theory and Postmodern Public Administration Theory. Each of these three branches studies Public Administration from a different perspective. These theories explain the ways which administrators can understand and exercise their duties as public administrators.

Classical Public Administration Theory is often associated with Woodrow Wilson and Max Weber. Woodrow Wilson is known as "The Father of Public Administration", having written on "The Study of Administration" in 1887, in which he argued that a bureaucracy should be run like a business. Wilson promoted ideas like Merit-Based

promotions, professionalism and a non-political system. Sympathy can lead to downfall in an administration; means there should be pragmatism in bureaucracy.

The rise of New Public Management has had an important impact on how motivation is perceived within public management and public administration. The large-scale borrowing of private sector management techniques, together with the analysis of government in terms of political economy (Ostrom 1974), has led to a breakthrough of rational choice theory in this field of study (Dunleavy and Hood 1994; Mae Kelly 1998; Gruening 2001).

However, the explanatory power of these theories when analysing specific 'public' or government-related behaviour remains limited. Most public administration theorists identify behaviours such as self-sacrifice, realizing the public interest and altruism as typical of public servants (Perry and Wise 1990; Frederickson 1997) and it is very hard to explain this type of behaviour in terms of rational choice. In trying to explain such actions, the concept of Public Service Motivation (PSM) has been developed as a counterweight to the self-interested motivation found in rational choice theories (Rainey 1982; Perry and Wise 1990; Perry 1996).

Research studies are concerned with identifying possible consequences of the presence of PSM (or the lack thereof). Only the recent efforts by Perry (2000) and Moynihan and Pandey (2007) are aimed at explaining the origins of PSM.

The Classical Administration Theory is envisaged to assist the researcher in this study in explaining the relationship between politicians and administrators, and it will also help to differentiate the duties of Administrators and politicians to achieve the aims and objectives of the study under investigation. Moreover, the theory will help the researcher when analysing the data to support the arguments.

## **2.9 Summary**

This chapter has reviewed literature on the Political-administration interference, Constitutional Basis for service delivery, The White Paper on Transforming Service Delivery on Local Government of 1997, South African service delivery, Conflation of legislative and executive roles of Local Government, A reflection on local government performance and the critical issue of poor service delivery in South Africa, Local government's performance challenges. The chapter also discussed the theoretical framework that will aid discussion of analysed data. Therefore, having read and reviewed literature on the selected sections relating to this study, there is no study that focuses specifically on the political interference in the administration of service delivery in uMlalazi local municipality. The study aimed to evaluate the political interference in the administration of service delivery.

## **Chapter Three: Research Design and Methodology**

### **3.1 Introduction**

This chapter focuses on the research design and methodology used in this study, in particular how data was collected. Methodology plays an important role in implementing a research study and gives direction to its design and implementation, and in the case of this study it was qualitative.

### **3.2 Research Design**

To satisfy the information needs of any study or research project, an appropriate methodology has to be selected and suitable tools for data collection and analysis have to be chosen (Mouton, 2001). According to Flick (2006:137), a research design is a plan for collecting and analysing evidence that will make it possible for the investigator to answer whatever questions he or she poses to the target population. Primarily, there are two distinct approaches that inform the gathering of data in any research project, namely the qualitative approach and the quantitative approach. This study is qualitative and integrates an aspect of qualitative methodology in analysing the data from the structured and open-ended questions.

#### **3.2.1 Qualitative Approach**

Miller and Dingwall (1997:3) assert that qualitative methods are resources that researchers use in observing and making sense of the aspects of social life. According to Easterby Smith et al. (1991), the qualitative methodologist's task is to capture what people say and do as a product of how they interpret the complexity of their world, and to understand events from the viewpoints of the participants. This study used qualitative method to evaluate the political interference in the administration of service delivery in uMlalazi Local Municipality to observe their feelings as well as their perceptions.

### **3.3 Population and Sampling Procedures**

The target population from which participants were randomly selected for this study were seven municipal officials, three Ward Committee members and six members of three different political parties (2 from DA, 2 from COPE and 2 from IFP) that exist within uMlalazi Local Municipality. The researcher found that Congress of the People (COPE) is no longer existing within the municipality, therefore the researcher substituted COPE with National Freedom Party (NFP).

According to Cresswell (2009: 12), the target population is the concretely specified large group from which the researcher draws a sample and to which results from a sample are generalized. The main purpose of sampling is to achieve representativeness. In essence, the sample should be assembled in such a way as to reflect the make-up of the population from which it is taken. To achieve this, the sampling units may be randomly selected, with population defined as all the study objects or study units that are the focus of the project. Sampling is the act, process, or technique of selecting a suitable sample, or a representative part of a population for

the purpose of determining parameters or characteristic of the whole population. In this study, the researcher employed the purposive non-probability sampling technique to select participants. In this regard, the researcher interviewed the seven municipal officials from uMlalazi municipality which were the Municipal Manager, Director Corporate Services, Chief Financial Officer, Director Community Services, Director Engineering Services, Director Protection Services and Director Planning and Development Department. The sample also included three members of Ward Committee Members to represent the whole population of citizens of uMlalazi Local Municipality and six members of three different political parties (2 from DA, 2 from NFP and 2 from IFP) within uMlalazi Local Municipality.

### **3.4 Data Collection Instruments**

The primary research instruments employed were questionnaires and interviews. The questionnaires were delivered by hand to the respondents, who read the questions, interpreted what was expected and provided the answers. Interviews were conducted for participants who did not wish to write and their answers were recorded as in the questionnaire. The researcher checked through the completed questionnaires before analysing the data. All respondents duly and completed the questionnaires accordingly. All completed questionnaires were used for data analysis and data interpretation.

The questionnaire was divided into three sections. Section A was to be answered by Municipal Officials and Ward Committee Members only. It consisted of questions related to demographics (respondent's gender, age, ethnic group, years of employment or deployment position and years of working or leading in the municipality), Section B was to be answered by Politicians only. It also consisted of questions related to demographics (respondent's gender, age, political party they belonged to and years of leading in the organisation). Section C contained open-ended questions that allowed free responses and in the case of interviews, were recorded in the respondent's own words. Use of open-ended questions helped the researcher to obtain the perceptions and opinions of the municipal officials, ward committee members and politicians' attitudes, suggestions and any sensitive issues. It was a direct collection of primary data.

The researcher employed semi-structured interviews to engage the Municipal officials, members of Ward Committee of the uMlalazi Local Municipality and three members of three other political parties. In semi-structured interviews, a guide is used, with questions and topics that must be covered. Semi-structured interviews are often used when the researcher wants to delve deeply into a topic and to understand thoroughly the answers provided (Sekaran & Bougie, 2009). The researcher focused on 7 municipal officials, 3 members of Ward Committee at uMlalazi Local Municipality and 6 members of 3 different political parties (2 from DA, 2 from NFP and 2 from IFP).

The reason for this is because they are the key informants, they are in the administrative side of the municipality and service delivery is their daily basis job

description or job specification, and they have relevant information about service delivery. The questionnaires that were given to the respondents, comprised open-ended as well as closed-ended questions, thus, giving them the platform to answer freely. This aids the researcher to get more information on the data. In this study Focus Group were the municipal officials, Ward Committee Members and Politicians. Focus groups were organized based on the types of positions in Municipal Officials and wards committee members. The researcher also used tape recorders and field notes to strengthen the information from the respondents.

### **3.5 Data Collection Procedure**

The researcher undertook a process of arranging with uMlalazi Local Municipality for permission to conduct research, and was referred to the HR office, where the person in charge explained that research projects were part of their programme. Therefore, as a student and because the research was for academic purposes, the researcher was given a permission letter to uMlalazi Local Municipality to sign the indemnity form. The indemnity form indicated the following: the researcher's name, project title, target population and the duration of data collection. After the completion of the indemnity form, the researcher proceeded to collect data.

Information sheets and verbal introductions were used to introduce the study, ensuring confidentiality, notification of potential risks, and the nature of the study as well as its significance. Data was collected for a period of three weeks. The participants were visited in their offices (municipal officials) and in their place of residence and along the streets, whilst some were met during the general meetings arranged by community leaders (politicians and ward committee members). The researcher had the relevant skills for approaching and reaching the participants, and although there were some complications the researcher managed to overcome them.

#### **3.5.1 Sampling Procedures**

This study employed the purposive non-probability sampling technique to select participants (Municipal Officials and Citizens of the Municipality). According to Cooper and Schindler (2003, 103), "In purposive sampling, the researcher selects people or sites who can best help to understand the phenomenon". According to Creswell (2012, 78), "The inclusion of the participants will be based on the capacity of the participant to inform the research" (Quinlan, 2011). A distribution demonstrates that the city is arranged on the north-west bank of the territory of KwaZulu-Natal, nearly 160 KMS north-east of Durban. The N2 thruway navigates uMlalazi Local Municipality in a north-east course towards the Swaziland outskirt and south-west towards Durban. It viably shapes a division among Gingindlovu, Mtunzini and Eshowe. The R66 Provincial Main Road goes through Eshowe towards Dokodweni Tollgate. Umlalazi works as a locale hub and prevailing business focus in the uThungulu District. It comprises an assortment of grouped and specially appointed settlements that are connected with a very much created system of streets framework.



In this regards, the researcher interviewed the selected 7 municipal officials from uMlalazi Local Municipality. These were the Municipal Manager, Director Corporate Services, Chief Financial Officer, Director Community Services, Director Engineering Services, Director Protection Services and Director Planning and Development Department as they were the key informants on the subject matter because they deal directly with issues of political interference in their daily work. The Municipal Manager and Directors of the departments were chosen because politicians usually interfere in the decisions they make on running of the municipality or their departments. The sample included 6 members of 3 opposition political parties (2 from DA, 2 from NFP and 2 from IFP). The sample also included 3 members of Ward Committee Members to represent the whole population of citizens of uMlalazi Local Municipality.

### **3.6 Data Analysis**

Data analysis is deemed to be one of the most crucial stages of research, regardless of the methods, either qualitative or quantitative. Glasne and Peshkin (1992:37) maintain that data analysis involves “organising what one has observed, heard and read. This view is supported by Gillham (2000:25): who states that “the purpose of analysis is to faithfully reflect in summary and organised form of what has been found”. In essence, data analysis enables the researcher to organise and bring meaning to a large amount of data (Struwig & Stead, 2007:169).

According to Durrheim (1999), qualitative data analysis tends to be primarily an inductive process of organizing it into categories and identifying patterns. Literature was examined by the researcher to learn about the various techniques of analysing qualitative data. Babbie (1995) makes it clear that the most general guide to analysing qualitative data involves looking for similarities and dissimilarities. Searching and arranging the interview transcript, field notes and other material that can be accumulated to increase understanding and to enable a researcher to present what has been discovered to others (Creswell, 1994).

The transcribed data was analysed by means of content thematic analysis and aided by thematic network analyses. Content thematic analysis is a flexible tool that involves the identifying of themes or patterns within data (Braun & Clarke, 2006). Themes are defined as recurrent unifying concepts or statements about the subject of inquiry (Bladley, Curry, & Devers, 2007). According to Attride-Stirling (2001), content thematic analyses can be successfully aided by and presented as thematic networks, which refer to web-like illustrations that summarises the basic, organising and global themes constituting a piece of text. Therefore, in this study, the data was classified into categories and scientifically presented in percentages. Tables and themes were used for clarity when presenting the data.

#### **3.6.1 Validity and Reliability of Data**

Validity refers to the extent to which the information collected is true and represents an accurate picture of what is being studied. Schumacher and Millan (1993) make the point that internal validity is the degree to which the explanation of the phenomena

matches the realities of the world. This refers to the extent to which findings of a given study are accurately presented. To assess the validity of data, the interpretation of data is expected to reveal the extent to which the research findings accurately represent what is really happening in South Africa regarding political interference in the administration of service delivery. The researcher assessed the extent to which those findings were reliable.

### **3.6.2 Quality Control Measures**

In this study the researcher employed qualitative research because it allows the respondents to express all the views and opinions about the study envisage. “The principle underlying naturalistic and qualitative research are based on the fact that validity is a matter of trustworthiness, utility and dependability that the evaluator and different stakeholders place into it.” (Zorabi, 2013:256).

Validity implies establishing the truthfulness and ensuring that the research evaluates what it is supposed to evaluate. Furthermore, validity is dependent on the quality of data collection instruments (Zorabi, 2013:258).

#### **3.6.2.1 Content Validity**

To ensure content validity, the researcher adhered to the advice of Zorabi (2013:258) to have the data collection instruments and data reviewed by experts in the research field. This ensured that unclear and obscure questions were reviewed and complexity of questions is considered. Inefficient questions were then dropped, and questions were face validated by experts.

#### **3.6.2.2 Internal Validity**

Zohrabi (2013:258) asserts that internal validity deals with ensuring that there is harmony between research findings and reality; and ensuring that the research measured what it ought to measure.

To ensure internal validity, the researcher used the advice of Zohrabi (2013:258-259) whereby the results and interpretations are sent back to the respondents to ensure that they are confirmed and validated. The researcher approached two municipal officials to view and comment on the interviews to augment the validity of the study.

#### **3.6.2.3 Reliability**

Obtaining the similar results in qualitative research is difficult due to data being in a narrative form; hence qualitative researchers are more concerned about dependability and consistency of data (Zohrabi, 2013:259).

To ensure reliability, the researcher adhered to the recommendations of Lincoln and Guba (1998) and Merriam (1998) in Zohrabi (2013:259) where the writers recommend that the researcher furnished all the details of the processes and phases followed while undertaking the inquiry. Furthermore, the researcher explicitly furnished details on data collection, analysis, the deriving of themes and the procedure on how the results were obtained.

#### **3.6.2.4 External Reliability**

External validity is based on the question that if the original study is replicated, would the results be the same? To ensure external validity, the researcher adhered to the advice of LeCompte and Goete (1982) and Nunan (1999) in Zohrabi (2013:260) that the researcher should clarify his status and his position in relation to the respondents. The researcher described the choice of informants to enable replication of the study. Further, the researcher described the social situations and conditions of the respondents in terms of their backgrounds and expertise. The researcher furnished explicit explanations of the main terms, units of analysis, constructs, definitions and elaboration on underlying assumptions; and lastly explicit explanation of data collection methods and analysis.

#### **3.6.2.5 Internal Reliability**

“Internal reliability deals with the consistency of collecting, analysing and interpreting data.” (Zohrabi, 2013:260). It means that when another researcher embarks on reanalysing the information will reach the same conclusions as the original researcher (Zohrabi, 2013:260). To ensure internal reliability, the researcher used the advice of LeCompte and Goete (1982) in Zohrabi (2013:260).

#### **3.6.2.6 Trustworthiness**

To ensure internal reliability the researcher used data triangulation, which is a method of obtaining diverse data on the same phenomenon (Curtin and Fossey, 2007:6). Data analysed from different departments and submissions to various Parliamentary Portfolio committees, data triangulation was ensured.

Since the documents analysed were written at different time intervals, this automatically qualifies the study on the issue of time triangulation, hence trustworthiness is enhanced. Time triangulation is defined as data gathering at different intervals.

#### **3.6.2.7 Transferability**

Curtin and Fassin (2007:7) opines that a qualitative research should furnish a detailed description of the participants in the study. It is mostly based on document analysis; the description of documents analysed enables transferability.

#### **3.6.2.8 Credibility**

To ensure credibility, the researcher took into consideration the advice of Patton (1999:1191), hence, the researcher looked for themes or explanations that are opposite, using inductive and logical approaches. Inductive approach in this case pertains to arranging data in another way which might lead to different findings. Logical approach pertains to thinking about other possibilities and then establishing if data supports those possibilities (Patton, 1999:1191).

### **3.7 Ethical and Safety Issues**

This study is guided by research ethics of the University of Zululand or research policy of the university. Ethical issues were considered while the researcher was conducting

the research. Maree et al (2007:41-42) suggest that it is very important to highlight the ethical considerations in regard to the research. Thus, the researcher has a moral and professional obligation to be ethical, even when research participants are unaware of or unconcerned about ethics. The researcher used the information on primary and secondary literature in a proper manner and acknowledged the sources of information to avoid plagiarism. The researcher was honest in conducting the study to guide against misleading the study by reporting or using false information. The researcher did a thorough review of the literature to ensure that the research has not been conducted elsewhere before.

The researcher provided respondents with an informed consent form detailing the proceedings of the data collection method. The researcher protected the participants' privacy and confidentiality. For the purpose of this research, no harmful or dangerous material, was utilized. Participation of participants was voluntary and no one was forced to participate in the study.

### **3.8 Significance of the Study**

The significance of this study is premised on the fact that much has been written and said about political interference in South African municipalities. However, there is less evidence of literature on how political interference affects the functioning and service delivery in South African municipality, therefore, this study is significant in that it provides extension of literature on this aspect. This is envisaged to help to redefine the current service delivery policies apart from identifying the gaps in the local governance structures. At the end of the research. The researcher intends to call a special community meeting in a community hall to address the municipal officials and citizens of uMlalazi local municipality about the findings. The researcher will submit the dissertation to the uMlalazi Local Municipality. The study will also provide the possible corrective measures that should be taken to rectify the challenges under investigation as experienced in the selected municipality. This benefit will extend to local community through improved service delivery that will affects lives positively.

### **3.9 Limitations of the Study**

This research was limited in the following ways:

1. Research was conducted in uMlalazi Local Municipality Area only.
2. Only the perceptions and opinions of uMlalazi Local Municipality's municipal officials ward committee members and politicians were used to recommend solutions to the problem.
3. Participants were scared to answer the questions, with most thinking that the researcher was an investigator or member of the police or member of the majority party within the municipality. The researcher therefore, had to convince them that the research was for academic purposes only as he was a registered student of the University of Zululand

### **3.10 Summary**

This chapter has identified the methods and the tools that were used in this study. To satisfy or meet the objectives of the study, an appropriate methodology has been selected and suitable tools for data collection and analysis chosen. The primary research methods for data collection were questionnaires and interviews. The principles of conduct are the most important ones as they addressed the issue of ethics and procedures. In this study, verbal permission was obtained from the participants and uMlalazi local municipality.

The next chapter (Chapter four), is on data analysis and interpretation.

## Chapter Four: Data Analysis and Interpretation

### 4.1 Introduction

This chapter focuses on the analysis and interpretation of data collected from the uMlalazi local municipality's Municipal Officials, Ward Committee Members and Members of the 3 opposition parties within uMlalazi local municipality on their perceptions about political interference in the administration of service delivery. The data were classified into three sections. Section A was used to collect demographic information for municipal officials and ward committee members. Section B retrieved demographic information for Politicians only. Section C was used to collect data on the challenges faced by the municipal officials, and how political interference affect service delivery in uMlalazi local municipality. It was also used to evaluate whether the separation of legislative and executive roles help or not and to come up with the possible way forward with regards to the problem of undue political interference in the administration of service delivery, considering that political parties are vital to the survival of local municipalities.

### 4.2 Section A

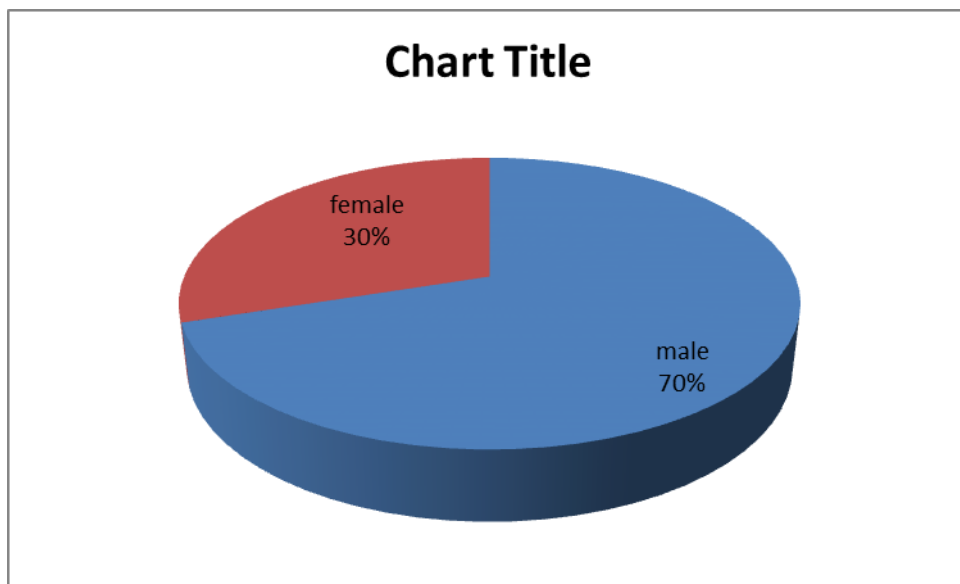
The researcher found that the municipal officials and ward committee members are concern about the political interference in the administration of service delivery in uMlalazi local municipality on tender awards, recruitment of employees and project allocation or distribution. Meanwhile, where politicians were forced by the municipal administration to squeeze the process so that the tender is given to their friends or relatives, they also interfere on the employment processes where they want the administration to hire the incompetent, relative and their political apologist in the municipality. Moreover, more projects are allocated to the wards that are led by the majority party thus, leading to poor service delivery in other wards.

#### 4.2.1 Demographic Background of Respondents (Municipal Officials and Ward Committee Members)

| Section A                                            | Municipal Officials                                                                                                                   | Ward Committee Members                                                  |
|------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------|
| <b>Gender</b>                                        |                                                                                                                                       |                                                                         |
| Males                                                | 4                                                                                                                                     | 3                                                                       |
| Females                                              | 3                                                                                                                                     |                                                                         |
| <b>Age</b>                                           |                                                                                                                                       |                                                                         |
| 18-25                                                |                                                                                                                                       | 2                                                                       |
| 26-35                                                |                                                                                                                                       |                                                                         |
| 36-45                                                | 3                                                                                                                                     |                                                                         |
| 46-55                                                | 4                                                                                                                                     | 1                                                                       |
| 56 and above                                         |                                                                                                                                       |                                                                         |
| <b>Occupation<br/>Deployment in the Municipality</b> | Municipal Manager<br>Director Corporate<br>Director Planning<br>Director Community<br>Director Engineering<br>Chief Financial Officer | Ward Committee Member<br>Ward Committee Member<br>Ward Committee Member |

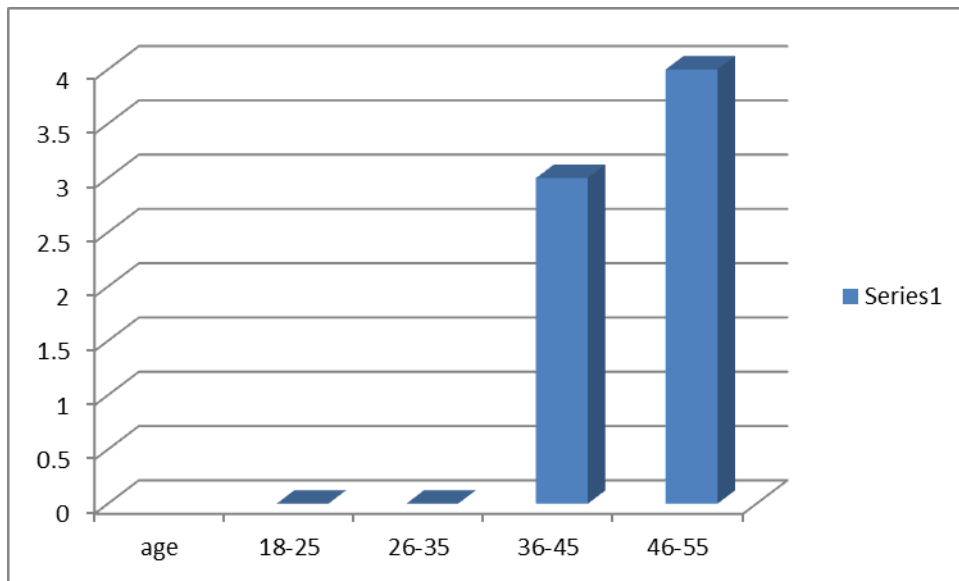
|                                                        |                    |   |
|--------------------------------------------------------|--------------------|---|
|                                                        | Chief Fire Fighter |   |
| <b>Years of working or leading in the Municipality</b> |                    |   |
| 0-10                                                   | 4                  | 3 |
| 11-20                                                  | 3                  |   |
| 21-30                                                  |                    |   |
| 31 and above                                           |                    |   |

Table 4.2.1 (above) shows the demography of participants. These include: gender, age, occupation or deployment in the municipality, years of working or leading in the municipality as municipal officials in administrative side and ward committee members of uMlalazi local municipality.



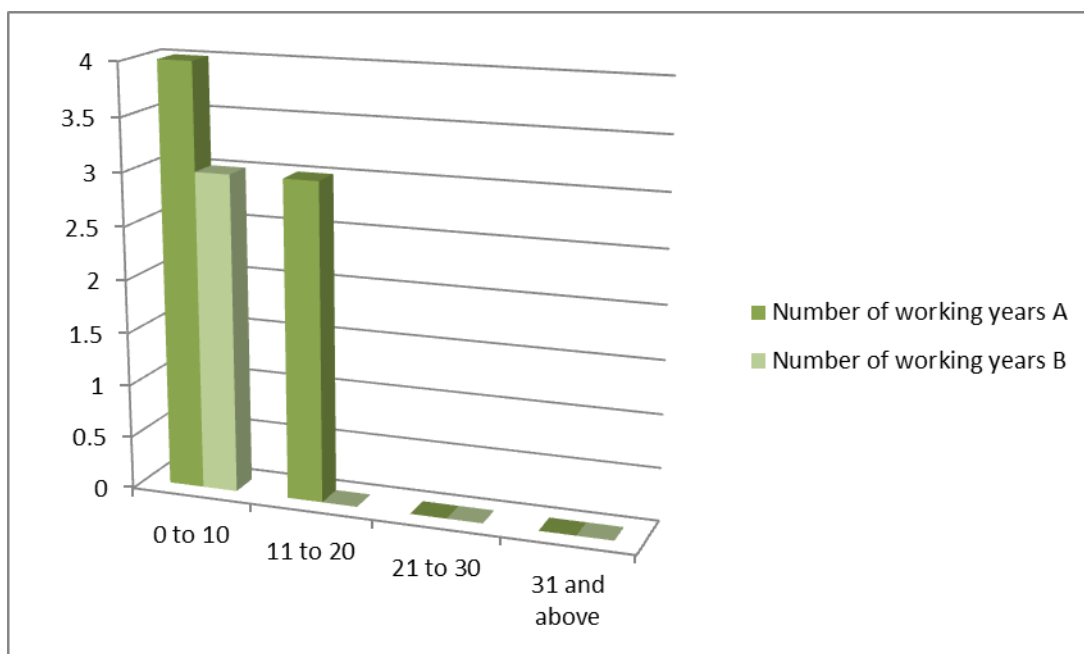
**Figure 4.2.1:** The chart above depicts percentage of male and female participants (municipal officials and ward committee members) who participated in the study.

The above chart shows the gender percentage of municipal officials and ward committee members. Sequel to the findings, it is clear that males are still dominant in workplace as they are 70% in uMlalazi local municipality and females are following with 30% which is a huge difference.



**Figure 4.2.2:** The graph above shows the number of municipal official and ward committee members and their age who participated in the study.

Figure 4.2.2 shows that most of municipal officials and ward committee members are in the age group of 46-55 and 36-45 and there were zero participants in the age group 18-25 and 26-35 which represent youths.



**Figure 4.2.3:** The column shows the number of working years of municipal officials and number of deployment of ward committee members.

The above figure depicts the number of working years of municipal officials and ward committee members. Category A represents municipal officials and category B



represents ward committee members. From municipal officials, four participants worked for the municipality for a period less than a year and ten years; and from ward committee members three of the participants worked for the same period (0-10 years). The municipal officials accounted for those who worked for more than 10 years; there were three participants in this category.

### 4.3 Section B

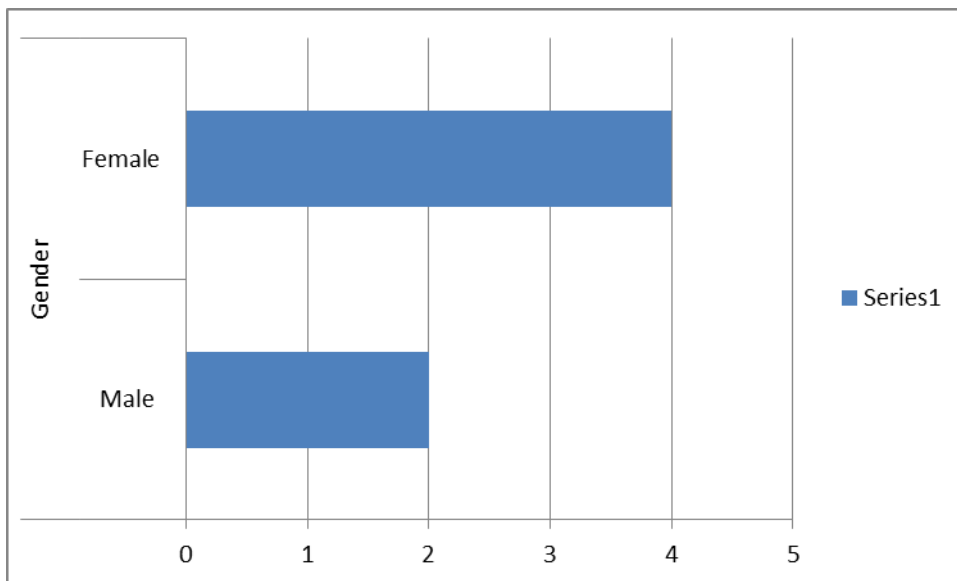
The researcher found that the opposition (political) parties that exist within the uMlalazi local municipality are concerned about the political interference in the administration of service delivery in uMlalazi local municipality. On tender awards, recruitment of employees and project allocation or distribution where by the politicians of the ruling or majority party in the municipality will force the municipal administration to squeeze the process so that the tender will be given to their friends or relatives. They also interfere in the employment processes whereby they want the administration to hire the incompetence candidates and projects are being allocated more in the wards that are led by the majority party which lead to poor service delivery in other wards that are led by opposition parties.

#### 4.3.1 Demographic Background of Respondents (Politicians)

| <b>Section B</b>                            | <b>Politicians</b>                   |
|---------------------------------------------|--------------------------------------|
| <b>Gender</b>                               |                                      |
| Males                                       | 2                                    |
| Females                                     | 4                                    |
| <b>Age</b>                                  |                                      |
| 18-25                                       |                                      |
| 26-35                                       | 2                                    |
| 36-45                                       | 2                                    |
| 46-55                                       |                                      |
| 56 and above                                | 2                                    |
| <b>Political Party</b>                      | DA<br>IFP<br>NFP<br>DA<br>IFP<br>NFP |
| <b>Years of Leading in the Organisation</b> |                                      |
| 0-10                                        | 6                                    |
| 11-20                                       |                                      |
| 21-30                                       |                                      |
| 31 and above                                |                                      |

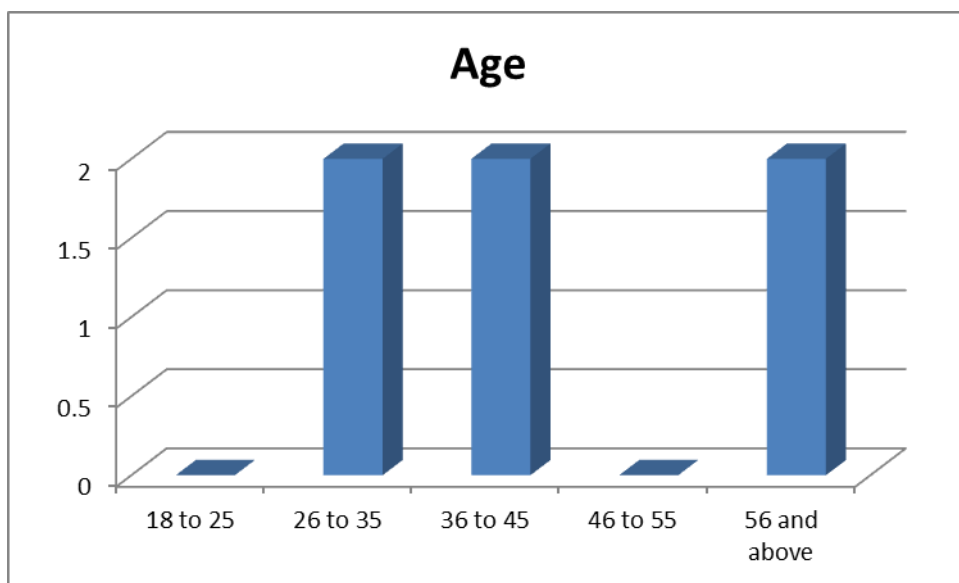
Table 4.3.1 above shows gender, age, and Political party and years of leading in the political party of politicians of the opposition parties within uMlalazi local municipality.

## Demographic Details on Political Principals



**Figure 4.3.4:** The above column shows the number of gender who participated in the study.

Figure 4.3.4 (above) depicts the gender of political principals who participated in the study. Six participants participated in the study, four were females and two were males.



**Figure 4.3.5:** The above column shows the age group of politicians who participated in the study.

The figure above depicts the age of political principals. Two participants were in the age group of 26-35, two were in the age group of 36-45; and the last two were in the age group of 56 and above.

## **4.4 Section C**

### **4.4.1 Themes Relative to the Objectives of the Study**

Since the study used a semi-structured questionnaire, the qualitative responses were analysed by means of extracting themes from the responses of the respondents. The results presented and discussed below are arranged in terms of main themes extrapolated from the objectives of the study and sub-themes identified from the responses of the respondents.

#### **4.4.1.1 Who directs the municipal administration at uMlalazi local municipality and what challenges did he/she encounter when performing his/her duties.**

According to the respondents, Municipal Manager (Accounting Officer) is the one who directs the municipal administration assisted by the Directors of different Departments and the Chief Financial Officer (CFO) while some others said that the municipal administration is directed by the Mayor and Council.

Among the many challenges that could have been encountered by Municipal Manager when performing his duties in uMlalazi local municipality, as perceived by the respondents are the following and the most persistent factors that pose a challenge to him:

- Political Interference by the ruling party in the administrative duties force the Municipal Manager to act in their favour on the following administrative duties: Employment of people, awarding of tenders and allocation of projects in wards.
- Community demands service delivery
- Lack of effective and efficient of service delivery
- Lack of money to fund the community projects
- Alienating political demands with local government legislations

Most of the respondents highlighted that the municipal administration is directed by the Municipal Manager since he is an accounting officer who faced by the challenges of political interference in his duties whereby the ruling party will force him to perform his duties in their favour though they know that it is illegal. These findings agree with Visser (2008) who also discovered that too many reports of fraud and corruption in municipalities point towards inappropriate interference exercised by political office-bearers.

As the consequence of these findings, it is obvious that numerous municipal officials could be experiencing job burnout and occupational stress since the municipal political office bearer appoints the municipal administrator. The respondents further indicated that political interference of the ruling party in administration of service pose a challenge of poor service delivery in the wards that are led by the opposition parties. Respondents cited the fact that *“municipal manager faced the challenge of political interference in the administrative duties by the ruling party whereby they force the municipal manager to perform in their favour in the allocation of projects in wards,*

*whereby they demand many projects to be allocated in the wards that are led by their councillors”.*

The study by Local Government Research Centre (LGRC) (2009) also supports this, when it states that if party structures serve narrow personal or factional interests, it is fundamentally detrimental to the developmental local government enterprise. In addition, councillors themselves are increasingly resisting the interference by outside party structures. Such interference drives a wedge between councillors and their communities and councillors feel mistrusted by their own political organizations.

The responses of respondents also indicated that political interference occurs in the employment of municipal officials where the ruling party hires employees in their favour. Respondents cited the fact that *“political interference also happened when officials are compelled to employ people according to the political party in which one has affiliation when they are forced to implement political nepotism”*. The study by Visser (2008) supports this, in that it suggests that Local government adds fuel to the fire in respect of political interference. Currently, the council as an assembly can be the locus of the type of executive and administrative decision making that deals with the hard and immediate allocation of resources, jobs and power, rather than being limited to policy making, appropriation and oversight which is less attractive to the proverbial political fraudster.

The political interference that takes place in uMlalazi local municipality is in contradiction of politics- dichotomy theory which expands and contracts, rises and falls, but never to go away. Wilson (1887: 18) states that the field of administration is a field of business. It is removed from the hurry and strife of politics. Administration lies outside the proper sphere of politics. Administrative questions are not political questions. Although politics sets the tasks for administration, it should not be suffered to manipulate its offices. Unfortunately, this situation does not look promising for the benefit of the South African society who are expecting effective and efficient service delivery in local government.

Additionally, the political interference of the ruling party in the duties of the administration of service delivery in uMlalazi local municipality politically imposed pressure on the municipal officials who work under the political affiliation of the ruling party. This makes administrators to fall victim of political nepotism which is contradictory to the classical public administration theory which explains the ways which administrators can understand and exercise their duties as a public administrator.

#### **4.4.1.2 Ways in which political interference affect service delivery at uMlalazi local municipality.**

When respondents were asked about how political interference affect service delivery at uMlalazi local municipality, the following sub-themes emerged from their responses:

- Imbalances of project allocation in wards

- Incompetent or unqualified employees lead to poor service delivery
- Tenders are awarded to incompetent contractors
- Political agenda or political mandate

When respondents were asked how political interference affect service delivery in uMlalazi local municipality these factors emerged. They indicated numerous things, including the imbalances of project allocation in wards. This political interference happened when the ruling party interfere in the administrative duties and force the administrators to allocate the project in wards that are govern by the ruling party.

The respondents highlighted that recruitment of incompetent or unqualified employee's lead to poor service delivery. Respondents cited the fact that *"to a certain extent it does affect the service delivery, example is where incompetent person is employed resulting in person failing to deliver to satisfaction of duties and the deployment of unqualified officials can also impact on service delivery."* The ANC policy of cadre deployment has impact in the service delivery because they deploy incompetent and unqualified employees who fail to perform their duties.

Respondent further indicated that when the Integrated Development Plan (IDP) is compiled and projects are allocated in favour of the ruling party and the opposition do not get projects. Respondents further indicated that *"basic services are used as political footballs to gain support alternatively to discredit either the ANC led municipality or the ward councillor and such incidents often lead to poor service delivery, as officials would rather point fingers at each other than provide proper quality of service delivery that will be effective and efficient to all wards."* This current burning issue affects many South African citizens because it causes so many community protests demanding service delivery or complaining about poor service delivery.

According to De Visser (2008), challenge relates to the so-called political-administrative interface, for example, the individual who directs the municipal administration? In a context where legislative and executive powers are constitutionally separated, the question of administrative interface is less pertinent. If the legislations can be implemented and properly followed in tender awards, employment of municipal officials and projects allocation, the services in uMlalazi local municipality can be rendered effective and efficient to the community of uMlalazi local municipality and the municipality can run smoothly.

#### **4.4.1.3 Separation of legislative and executive roles helps in the administration of service delivery in the municipality.**

When respondents were asked whether separation of legislative and executive roles would help in the administration of service delivery in the municipality, they clearly indicated that the local government system as a whole need to be reviewed. This is because sometimes it does not lend itself to the meeting of the needs of every service delivery. This may be skewed to favour the wards where the majority party is in control.

Respondents further suggested that *“separation of legislative and executive roles helps because it minimizes interference for example section 117 of Municipal Finance Management Act banning councillors from participating in bid committees or SCM processes. It does help as the legislative play oversight whilst the executive deals with almost day-to-day functioning of the municipality.”*

The respondents also highlighted that it can help a lot because the municipal manager can perform his duties without any pressure or favour of particular individual. The respondents cited the fact that *“I think it can help because the municipal manager would be free to execute his duties without the fear of the political parties, the skills of the employees will matter the most and the political parties tend to mobilize for the employment of the people who do not have the skills and knowledge.”*

It was also noted from the respondents that the legislative and executive roles are already separated in terms of the Municipal Structures Act and Municipal Systems Act. However, interference is not written or documented as a result accounting officers find themselves in a huge dilemma of how to deal with the issue of political interference considering the fact that they are being employed by the very same politicians who are interfering in their duties. This suggests that political interference leads to poor performance of many municipalities, hence, the poor service delivery to communities.

According to the respondents, uMlalazi local municipality experiences the political interference in the administration of service delivery duties. These findings are contrary to the norm that, there is a lack of service delivery in the wards that are led by the opposition parties since the respondents are complaining that, most of the developments projects are allocated to the wards that are in favour of the ruling party. Respondents indicated that *“separation of legislative and executive role does not help because politicians do things or take decision that does not comply with the legislation anymore or at all.”*

Respondents further indicated that *“separation of powers between legislative and executive is there in the municipal systems act and municipal structures act but politicians seems to ignore it or to cross the boundary of their duties of work. Basically, I’m trying to say the separation of powers is not helping anymore, government must review this acts all of them in order to champion this problem.”*

Other respondents further indicated that *“yes it would as it will result in better accountability. When the two are not separated it results in lack of accountability and lack of such often leads to poor service delivery as officials know that they will not have to account to anyone. Separating the two creates a form of check and balance which is necessary for effective governance; the executive would be able to account to the executive about the work and programmes carried out in ensuring service delivery.”*

It was also noted from the respondents that some others were having different view about the separation of legislative and executive roles. The respondents cited the fact

that *“it won’t help at all; they must work with one role.”* Some of the respondents were noted on that they don’t see anything about political interference as they strongly believe that whatever the administrators are doing must be in favour of politicians.

Proper implementation of legislative and executive roles on the other hand, can make a vital contribution to the delivery of quality of service in uMlalazi local municipality through the effective running of the municipality, in collaboration of municipal administration, politicians and ward committee members, but responses to the questionnaire indicate that politicians do not comply with the local government legislation processes because they are driven by organisational mandate. This suggests that uMlalazi local municipality has to consider the local government legislations first before they take any decision so that it will be within the scope of the law.

#### **4.4.1.4 Possible ways to reduce political interference in the administration of service delivery.**

This section will analyse data on the opinions of the municipal officials, ward committee members and politicians on what they thought were possible solutions to the problem of political interference, which is the last item or question of the study. Respondents were asked what they thought needed to be done to reduce political interference in the administration of service delivery. Respondents provided the following solutions:

- Allocation of projects must be procedurally fair.
- Municipal management must be employed in permanent contracts.
- Politicians must put people lives first before their political mandates or agenda.
- Cadre deployment systems must deploy competent and qualified people.
- Local government legislation must be reviewed and amended.
- Issues of party must not affect the state.
- Certain positions must not be filled by political figures, rather by independents.
- Politicians must learn to differentiate between the state issues and political issues.
- Politicians must treat all wards equally irrespective of the political party governing the ward.
- Political office bearers must push the agenda of development not seeking self-interest.
- Political parties must learn to have political tolerance and groom their members to be well equipped to fit in the municipal positions.
- Political parties must allow the people to have a voice on the way they want to be governed with.
- No political party should remain in power forever.
- Government must review or re-look at the local government system to find ways to improve on the functioning of local government.

- Government must withhold or withdraw the powers of politicians to employ municipal management because they abuse that power.

These responses or solutions show that all spheres of government are blamed by the respondents, since political interference in the administration of service delivery in local government is ultimately a reflection of the failure of the cooperative governance system as a whole and not just local government. There has to be a coordinated response from all three spheres of government in order for these solutions to be met. Government must act quickly to reduce or to overcome the undue political interference in the administration of service delivery in local sphere of government, because majority of South Africans, not only the respondents, are becoming impatient with government for failing to provide them with services as guaranteed in the Constitution. Municipalities cannot find solutions to their own problems without involving communities. Suggestions from communities need to be taken into consideration, the absence of the community means that local government is missing out an opportunity to promote “checks and balances” and also empower the community to hold their government officials accountable.

#### **4.5 Summary**

The above chapter focused on the problems that are perceived and experienced by municipal administration during the course of their work. Challenges that municipal administrators encounter when performing their duties include, political interference in their administrative duties where the ruling party forced them to perform or to take decisions in their favour. This problem is an indicator that if the problem of political interference is not resolved, it will prevent them from delivering quality of service to the community. However, municipal administrators did indicate that if this problem were to be addressed it could improve the quality of service within the uMlalazi local municipality.

The next chapter consists of the summary, and conclusion of the study, thereafter recommendations are made following the findings.



## **Chapter Five: Summary of Research Findings, Recommendations and Conclusion**

### **5.1. Introduction**

This chapter presents the discussions of the findings, and makes recommendations that can assist uMlalazi local municipality to reduce or overcome the burden of political interference in the administration of service delivery in order to achieve the quality of service delivery in uMlalazi local municipality and South Africa as a whole. It is the hope of the researcher that political interference in the administration of service delivery will be reduced in order to improve the quality of service delivery in South Africa.

### **5.2. Research Findings**

The results show that most of the respondents highlighted that the municipal administration is directed by the Municipal Manager since he is an accounting officer faced with the challenges of political interference in his duties where he is being forced to favour the ruling party (ANC) even when such act is unconstitutional. These findings concur with Visser's (2008) account that too many reports of fraud and corruption in municipalities point towards inappropriate interference exercised by political office-bearers.

As the consequence of these findings, it is obvious that numerous municipal officials could be experiencing job burnout and occupational stress since the municipal political office holders appoint the municipal administrator. The respondents further indicated that political interference of the ruling party in administration of service pose a challenge of poor service delivery in the wards that are led by the opposition parties. Respondents stated the fact that "municipal manager face the challenge of political interference from the ruling party where the administrators are force to favour the ruling political party in the allocation of wards projects, demanding that developmental projects be allocated in the wards that are led by their councillors".

Furthermore, the result shows that when respondents were asked about how political interference affect service delivery in uMlalazi local municipality. The respondents highlighted that incompetent or unqualified employees' lead to poor service delivery. Respondents stated that "to a certain extent it does affect service delivery, for example where incompetent person is employed. It may result into failure to satisfy his/her duties. This implies that the deployment of unqualified officials can also impact on service delivery." The ANC policy of cadre deployment which promotes that people must be employed based on their loyalty and long service in the organization, has impacts in the service delivery because they deploy incompetent and unqualified employees who fail to perform their duties.

Respondents further indicated that when the Integrated Development Plan (IDP) is compiled, projects are often allocated in favour of the ruling party members while the opposition is edged out in the process. Respondents further indicated that "basic

services are used as political footballs to gain support to discredit either the ANC led municipality or the ward councillor and such incidents often leads to poor service delivery, as officials would rather point accusing fingers at each other than providing proper and quality service that will be effective and efficient to all wards.” This burning issue affects many South African citizens forcing many communities to protest while demanding for immediate or adequate service delivery or complaining about poor service delivery.

When the respondents were asked about whether separation of legislative and executive roles help in the administration of service delivery in the municipality, they clearly indicated that the local government system as a whole need to be reviewed as sometimes it does not lend itself to meeting the needs of the people and service delivery may be skewed to favour the wards where the majority party is in control.

Respondents further suggested that “separation of legislative and executive roles help because it minimizes interference from other party. For example, section 117 of Municipal Finance Management Act prevents councillors from participating in bid committees or SCM processes. It does help as the legislative play oversight whilst the executive deals with almost day-to-day functioning of the municipality.”

The respondents also highlighted that it can help a lot because the municipal manager can perform his duties without any pressure or favour from a particular individual. One respondent commented saying: “I think it can help because the municipal manager would be free to execute his duties without the fear of the political parties, the skills of the employees will matter most and the political parties tend to mobilize for the employment of the people who do not have the skills and knowledge.”

It was also noted from the respondents that the legislative and executive roles is already separated in terms of the Municipal Structures Act and Municipal Systems Act, but interference is not written or documented. As a result of this, accounting officers find themselves in a huge dilemma of how to deal with the issue of political interference considering the fact that they are being employed by the very same politicians who are interfering in their duties. The political interference leads to poor performance of many municipalities which cause the poor service delivery to the communities.

The study reveals respondents’ solutions through the opinions of the municipal officials, ward committee members and politicians on what they thought were possible solutions to the problem of political interference, which was the last item or question of the study. Respondents were asked what they thought needed to be done to reduce political interference in the administration of service delivery. Respondents provided the following solutions:

- Allocation of projects must be procedurally fair.
- Municipal management must be employed in permanent contracts.
- Politicians must put peoples’ lives first before their political mandates or agenda.

- Cadre deployment systems must deploy competent and qualified people.
- Local government legislation must be reviewed and amended.
- Issues of party must not affect the state.
- Further certain positions must not be filled by political figures, rather by independents.
- Politicians must learn to differentiate between the state and political issues.
- Politicians must treat all wards equally irrespective of the political party governing the ward.
- Political office bearers must push the agenda of development not seeking self-interest.

### **5.3 Recommendations**

According to the findings of the study, the critical challenge to the delivery of service is political interference in the administration of service delivery in uMlalazi local municipality of KwaZulu-Natal. Hence poor service delivery to the citizens of this municipality and other associated challenges that hinder the municipal administrative to perform their duties in manner that will promote effective and efficient standard of living of the communities in uMlalazi local municipality.

The following recommendations aim at assisting in reducing political interference in the administration of service delivery in uMlalazi local municipality of KwaZulu-Natal. The researcher believes that it will also give an insight to what can be done to reduce political interference in the administration of service delivery in South Africa as a whole:

- The findings of the study suggest that the allocation of projects in wards of uMlalazi local municipality must be procedurally done in fairness to party(s) concerned in order to promote effective and efficient quality service delivery to the community.
- In order for uMlalazi local municipality to reduce the issue of political interference, government must review the local government system which stipulates that management of municipalities must be employed on five years contract by the politicians.
- Furthermore, the uMlalazi local municipality politicians must learn to put people first before their political mandates or agendas. In other words, politicians must learn to differentiate between state and political issues.
- The findings of the study also suggest that the cadre deployment systems though politically disadvantage other political party must be done in a way to ensure that competent and qualified people are hired to manage certain positions rather than being filled with political apologists.
- The uMlalazi local municipality political parties must learn to have political tolerance and groom their members to be well equipped in order for them to fit

in the municipal positions. In other words, all the political parties in the municipality for developmental purpose must work as a unit to enhance good service delivery.

- The federal government must review or re-look at the local government system to find ways to improve on the functioning of local government in order to promote the quality of service delivery to the community of uMlalazi local municipality and South Africa as a whole.

#### **5.4 Limitations of the Study**

This research was limited in the following ways:

- The research was conducted in uMlalazi Local Municipality Area only.
- Only the perceptions and opinions of uMlalazi Local Municipality' municipal officials, ward committee members and politicians were used to recommend solutions to the problem.
- Participants were scared to answer the questions, as many of them thought that the researcher was an investigator or a member of the police or member of the majority party within the municipality. The researcher therefore had to go extra length to convince the participants that the research was for academic purposes only.

#### **5.5 Conclusion**

The researcher found that the opposition (political) parties that exist within the uMlalazi local municipality are concerned about the political interference in the administration of service delivery in uMlalazi local municipality. This is particularly, on tender awards, recruitment of employees and project allocation or distribution where by politicians of the ruling or majority party in the municipality will force the municipal administration to squeeze the process so that the tender will be given to their friends or relatives. They also interfere on the employment processes whereby they want the administration to hire the incompetence candidates and projects are being allocated more in the wards that are led by the majority party which leads to poor service delivery in other wards that are led by opposition parties.

This study evaluates the political interference in the administration of service delivery in uMlalazi local municipality of KwaZulu-Natal, South Africa. This study has revealed the nature of the challenges of political interference in administrative duties and how these challenges have prevented the municipality from delivering quality of service to those that seek municipal attention on a day-to-day basis.

The local government of a nation is its wealth. While the state has very good policies on paper towards ensuring legislative and executive roles or duties to promote effective and efficient of service delivery, the implementation on the ground is very poor. Accordingly, a number of possible solutions have been identified and suggested to reduce or eliminate these challenges. This study suggests that local government

and uMlalazi local municipality should implement the above mentioned recommendations.

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## APPENDIX A: LETTER OF INTRODUCTION



University of Zululand, Private Bag X1001, KwaDlangezwa, 3886  
W: [www.unizulu.ac.za](http://www.unizulu.ac.za)

Department of Politics &  
International Studies  
2018/10/10

The Manager (Main Offices),  
(Cnr of Hutchinson and Osborne)  
Eshowe  
3815

The Municipal Manager (uMlalazi local Municipality)

Dear Sir/Ma,

### Letter of Introduction

#### Re- Sengiwakhile Mngomezulu

The above named student (Student number: 201319849) is under my supervision for his Master programme with the title *"An evaluation of Political interference in the administration of service delivery in uMlalazi local Municipality of Kwazulu Natal, South Africa"*. He is seeking for your permission to be interviewed and the directors of different department as well as the Chief Financial Officer and the three Ward Committee members regarding the above topic.

The exercise is purely academic and promises to keep the information confidential.

As his supervisor, I'm using this medium to solicit for the support of uMlalazi local Municipality while he is collecting data/information. I believe this will in no doubt contribute to his academic and research experience as a young and emerging scholar in [South] Africa.

Without any reservation, I will be favourably disposed to giving you any information on him if occasion demands it.

Please do extend him any assistance he stands in need.

Kind regards,

Dr T C Adetiba





## APPENDIX B: ETHICAL CLEARANCE

**UNIVERSITY OF ZULULAND  
RESEARCH ETHICS COMMITTEE**  
(Reg No: UZREC 171110-030)



### RESEARCH & INNOVATION

Website: <http://www.unizulu.ac.za>  
Private Bag X1001  
KwaDlangezwa 3886  
Tel: 035 902 6731  
Fax: 035 902 6222  
Email: [DlaminiA@unizulu.ac.za](mailto:DlaminiA@unizulu.ac.za)

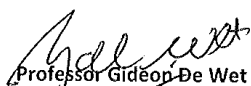
### ETHICAL CLEARANCE CERTIFICATE

|                                    |                                                                                                                                                   |  |  |          |  |   |          |  |  |              |
|------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|--|--|----------|--|---|----------|--|--|--------------|
| Certificate Number                 | UZREC 171110-030 PGM 2018/543                                                                                                                     |  |  |          |  |   |          |  |  |              |
| Project Title                      | AN EVALUATION OF POLITICAL INTERFERENCE IN THE ADMINISTRATION OF SERVICE DELIVERY IN UMLAZI LOCAL MUNICIPALITY OF KWA -- ZULU NATAL, SOUTH AFRICA |  |  |          |  |   |          |  |  |              |
| Principal Researcher/ Investigator | S Mngomezulu                                                                                                                                      |  |  |          |  |   |          |  |  |              |
| Supervisor and Co-supervisor       | Dr TC Adetiba                                                                                                                                     |  |  |          |  |   |          |  |  |              |
| Department                         | Public Administration                                                                                                                             |  |  |          |  |   |          |  |  |              |
| Faculty                            | Commerce, Administration and Law                                                                                                                  |  |  |          |  |   |          |  |  |              |
| Type of Risk                       | Med Risk- Data collection from people                                                                                                             |  |  |          |  |   |          |  |  |              |
| Nature of Project                  | Honours/4 <sup>th</sup> Year                                                                                                                      |  |  | Master's |  | x | Doctoral |  |  | Departmental |

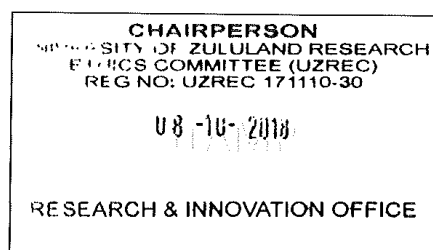
The University of Zululand's Research Ethics Committee (UZREC) hereby gives ethical approval in respect of the undertakings contained in the above-mentioned project. The Researcher may therefore commence with data collection as from the date of this Certificate, using the certificate number indicated above.

- Special conditions:
- (1) This certificate is valid for 1 year from the date of issue.
  - (2) Principal researcher must provide an annual report to the UZREC in the prescribed format [due date- 05 October 2019]
  - (3) Principal researcher must submit a report at the end of project in respect of ethical compliance.
  - (4) The UZREC must be informed immediately of any material change in the conditions or undertakings mentioned in the documents that were presented to the meeting.

The UZREC wishes the researcher well in conducting research.

  
Professor Gideon De Wet

Chairperson: University Research Ethics Committee  
Deputy Vice-Chancellor: Research & Innovation  
05 October 2018



## APPENDIX C: PERMIT LETTER FROM UMLALAZI LOCAL MUNICIPALITY



Enquiries: Thomba Mthethwa  
Imibuzo:

My Reference: Inservice Training File  
Inkomba Yamit:

Email:  
[thombam1@umlalazi.org.za](mailto:thombam1@umlalazi.org.za)

Date: 31 October 2018  
Usuku:

### BY E-MAIL

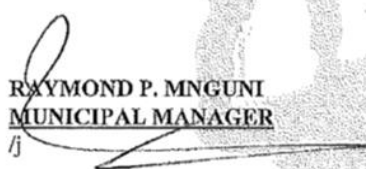
To: Mr S Mngomezulu  
E-Mail: [mngomezulu26@gmail.com](mailto:mngomezulu26@gmail.com)

### REQUEST TO CONDUCT RESEARCH: SENGIWAKHILE MNGOMEZULU

I refer to the letter received from Dr T C Adetiba of the University of Zululand on the above regard and advise that your request to conduct research on the topic "*An evaluation of Political interference in the administration of service delivery in uMlalazi Municipality of Kwa-Zulu Natal South Africa*" is approved. It being noted that the research is for academic purposes for you to complete your Masters degree at the University of Zululand.

Please make necessary arrangements for the signing of indemnity form at Human Resources Office situated at Hutchinson Road, Eshowe prior to conducting research.

I wish you well in your studies.

  
**RAYMOND P. MNGUNI**  
**MUNICIPAL MANAGER**

YONKE IMININGWANE IEBHEKISWE KWIMENENJA KAMASIPALA.  
ALL CORRESPONDENCE BE ADDRESSED TO THE MUNICIPAL MANAGER.

## APPENDIX D: LETTER FROM LANGUAGE EDIT

ChizzyfolUleanya EDITING AND FORMATTING

---

Email: [chinazauleanya@yahoo.com](mailto:chinazauleanya@yahoo.com)

11 June 2019

Sir / Ma,

To Whom It May Concern

RE: Confirmation of Dissertation Editing for Sengiakhile Mngomezulu

(201319849)

This letter serves as a confirmation that I have edited and proof-read Sengiakhile Mngomezulu's dissertation titled '*An Evaluation of Political Interference in the Administration of Service Delivery in Umlalazi Local Municipality of Kwazulu-Natal, South Africa*'. The dissertation is well written and its structure is well organised.

Yours sincerely



---

Chinaza Uleanya

(Editor)

B.A.Ed English

Lagos State University, Nigeria.

Mobile: +27788884942

Email: [chinazauleanya@yahoo.com](mailto:chinazauleanya@yahoo.com)

## APPENDIX E: PARTICIPANT INFORMED CONSENT DECLARATION

### INFORMED CONSENT DECLARATION (Participants)

Project Title: **An evaluation of political interference in the administration of service delivery in uMlalazi Local Municipality of KwaZulu-Natal, South Africa.**

Sengiwohile Mngomezulu (name of researcher/person administering the research instrument) from the Department of Public Administration, University of Zululand has requested my permission to participate in the above-mentioned research project.

The nature and the purpose of the research project and of this informed consent declaration have been explained to me in a language that I understand.

I am aware that:

1. The purpose of the research project is to .....
2. The University of Zululand has given ethical clearance to this research project and I have seen/ may request to see the clearance certificate.
3. By participating in this research project I will be contributing towards ..... (State expected value or benefits to society or individuals that will arise from the research)
4. I will participate in the project by ..... (State full details of what the participant will be doing)
5. My participation is entirely voluntary and should I at any stage wish to withdraw from participating further, I may do so without any negative consequences.
6. I will not be compensated for participating in the research, but my out-of-pocket expenses will be reimbursed. (Should there be compensation, provide details)
7. There may be risks associated with my participation in the project. I am aware that
  - A. The following risks are associated with my participation: ..... (State full details of risks associated with the participation)
  - B. The following steps have been taken to prevent the risks: .....
  - C. There is a .....% chance of the risk materializing
8. The researcher intends publishing the research results in the form of ..... However, confidentiality and anonymity of records will be maintained and that my name and identity will not be revealed to anyone who has not been involved in the conduct of the research.
9. I will not receive feedback/will receive feedback in the form of ..... regarding the results obtained during the study.

10. Any further questions that I might have concerning the research or my participation will be answered by..... (Provide name and contact details)
11. By signing this informed consent declaration I am not waiving any legal claims, rights or remedies.
12. A copy of this informed consent declaration will be given to me, and the original will be kept on record.

I,..... Have read the above information / confirm that the above information has been explained to me in a language that I understand and I am aware of this document's contents. I have asked all questions that I wished to ask and these have been answered to my satisfaction. I fully understand what is expected of me during the research.

I have not been pressurised in any way and I voluntarily agree to participate in the above-mentioned project.

.....  
**Participant's signature**

.....  
**Date**

## **APPENDIX F: INCWADI EVEZA IGUNYA LOKUBAMBA IQHAZA (Ozophendula)**

**ISIHLOKO: An evaluation of political interference in the administration of service delivery in uMlalazi Local Municipality of KwaZulu-Natal, South Africa.**

U Sengiwakhile Mngomezulu ovela emnyangweni wezifundo zomphakathi, eNyuvesi yakwaZulu (oNgoye) uyicele kimi imvume yokungibandakanya kulolu cwaningo mayelana nesihloko esibhalwe ngenhla.

Inhloso nendlela yokusebenza kwalolu cwaningo ichaziwe kimi ngolimi engiluzwayo futhi ngiyayiqonda.

Ngiyakuqonda ukuthi:

1. Inhloso yalolu cwaningo ukubheka ukungenelela kosoopolitiki kubaphathi bezokuthulwa kwezidingo ngani zomphakathi kumasipala uMlalazi.
2. INyuvesi ilikhiphile igunya ngokusemthethweni lokuthi kwenziwe lolucwaningo futhi ngingayicela ukuyibona noma nini.
3. Ngokubamba iqhaza kulolu cwaningo ngizoba yingxenye yokwakhiwa kwemigomo engasiza noma ezosiza abantu abanengi.
4. Ngizobamba iqhaza ngokuphendula le mibuzo enikezelwe kimi ngokuthembeka.
5. Ukubamba kwami iqhaza kungukuzikhethela futhi nginganquma ukuhoxa noma nini futhi ngeke kungibangele izinkinga.
6. Akukho nzuzo noma isinxephezelo engizosithola ngokuba yingxenye yalolu cwaningo, kodwa izindleko zephakethe ziyonxephezela.
7. Ngiyaqonda ukuthi buncane ubucayi obungalindeleka kulolu cwaningo. Umcwaningi ungiqinisekisile ukuthi imininingwane iyogodlwa ukuvikela mina uma kusatshalaliswa ulwazi kwabanye. Ngakho ngiyazi ukuthi nginalo ilungelo lokungayiphenduli eminye noma yonke imibuzo futhi nginalo ilungelo lokuhoxa phakathi nokuphendula le mibuzo.
8. Umcwaningi unenhloso yokubhala nokukhipha imiphumela yalolucwaningo kodwa imininingwane eveza ubumina okubalwa kuyo negama lami ngeke ivezwe komunye umuntu ongesiyo ingxenye yalo msebenzi.
9. Imiphumela ngeke ithunyelwe kimi kodwa ngingayicela ngiyibone.
10. Imibuzo engingaba nayo noma izinkinga ngingakuqondisa ku Dkt. T.Y Adetiba, Faculty of Commerce, Administration and Law, Economics Department.
11. Inombolo yocingo: (035) 902 6092  
Email: AdetibaT@unizulu.ac.za

Ngokusayina leli phepha elingukuzibophezela angimisi amalungelo ami futhi angibheke kubophezeleka ngokomthetho.

Leli phepha liyonikezelwa kimi bese elinye ligcinwa emiqulwini yomcwaningi.

Mina, ..... ngilufundile lolu lwazi olungenhla futhi ngiyaqinisekisa ukuthi luchaziwe kimi nakho konke okuqukethwe yilawa maphepha. Ngiyibuzile yonke ebenginayo futhi yaphendulwa ngokweneliseka. Ngikufunda konke okulindeleke kimi ngesikhathi kuqhubeka ucwaningo.

Ngiyaqinisekisa ukuthi akunangcindezi engifakwe yona futhi ngingena ngokuzikhethela ekubambeni iqhaza kulolu cwaningo.

.....

**Sayina lapha**

.....

**Usuku**

## APPENDIX G: QUESTIONNAIRE GUIDE FOR MUNICIPAL OFFICIALS, WARD COMMITTEE MEMBERS AND POLITICIANS:

**Dear Respondent**

My name is Sengiwhkhile Mngomezulu; I am a student pursuing a Master's degree at the University of Zululand. I am currently undertaking a research study which focuses on **an evaluation of political interference in the administration of service delivery in uMlalazi Local Municipality of KwaZulu-Natal, South Africa**. You are therefore, kindly requested to take some of your valuable time to provide some information by way of answering this questionnaire. The results of this study will be strictly used for academic reasons only and will therefore be treated with utmost confidentiality.

Thank you in advance for your participation.

**SECTION A: PERSONAL BIODATA (MUNICIPAL OFFICIALS AND WARD COMMITTEE ONLY)**

1. Gender  
(a) Female [    ]                                  (b) Male [    ]
2. Age  
(a) 18-25 [    ]              (b) 26-35 [    ]              (c) 36-45 [    ]  
(d) 46-55 [    ]              (e) 56 and above [    ]
3. Occupation or Deployment in the municipality?  
.....
4. Years of working or leading in the municipality.  
(a) 0-10 years [    ]              (b) 11-20 [    ]              (c) 21-30 [    ]  
(d) 31 years and above [    ]

## SECTION B PERSONAL BIODATA (POLITICIANS ONLY)

1. Gender
- (a) Female [    ] (b) Male [    ]
2. Age



- (d) 46-55 [     ]      (e) 56 and above [     ]

.....

(a) 0-10 years [ ]      (b) 11-20 [ ]      (c) 21-30 [ ]

- (d) 31 years and above [    ]

1. Who directs the municipal administration at Umlalazi local municipality and what challenges did he/she encounter when performing his/her duties?

[illegible][illegible]

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3. Would the separation of legislative and executive roles help in the administration of service delivery in the municipality?

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4. What is the way forward with regard to the problem of undue political interference, considering that political parties are vital to the survival of the local government system?

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**END OF QUESTIONNAIRE**

**APPENDIX H: ISIQONDISO SOHLELOMIBUZO LWABASEBENZI BAKWAMASIPALA, AMALUNGA E-WARD COMMITTEE NOSOZOPOLITIKI:**

Inhlololwazi ephakathi kumuntu okukhulunywa naye nomcwaningi

**Sawubona mpenduli**

Lolucwaningo oluqhutshwa U Sengiwakhile Mngomezulu owenza izifundo zokugogoda iMasters eNyuvesi yakwaZulu lucwaninga mayelana **An evaluation of political interference in the administration of service delivery in uMlalazi Local Municipality of KwaZulu-Natal, South Africa.**

Ngiyabonga ngokubamba kwakho iqhaza usazophendula.

**ISIGABA A: IMININGWANE (KUPHENDULA ABASEBENZI BAKAMASIPALA NAWA-WARD COMMITTEE KUPHELA)**

1. Ubulili

(a) Ngingowesifazane [ ]

(b) Ngingowesilisa [ ]

2. Ukulinganiselwa kweminyaka yakho

(a) 18-25 [ ]

(b) 26-35 [ ]

(c) 36-45 [ ]

(d) 46-55 [ ]

(e) 56-60 [ ]

3. Umsebenzi owenza kwaMasipala

.....  
4. Ususebenze isikhathi esingakanani kwamasipala?

(a) 1-10 [ ]

(b) 11-20 [ ]

(c) 21-30 [ ]

(d) 31 weminyaka noma ngaphezulu [ ]

**ISIGABA B: IMININGWANE (KUPHENDULA OSOZOPOLITIKI)**

1. Ubulili

(a) Ngingowesifazane [ ]

(b) Ngingowesilisa [ ]

2. Ukulinganiselwa kweminyaka yakho

(a) 18-25 [ ]

(b) 26-35 [ ]

(c) 36-45 [ ]

(d) 46-55 [ ]

(e) 56-60 [ ]

3. uyilunga layiphi inhlangano yezepolitiki?

4. Ususebenzele isinhlangothi yakho isikhathi esingakanani?

- ## ISIGABA C: IMIBUZO

- [illegible]

- [illegible]

3. Kungasiza yini ukuhlukaniswa kwamandla omsebenzi abayenzayo?

4. Iyiphi indlela engasetshwenziwa ukuqenda ukugxabhukela kosopolitiki ekusebenzeni Kanye nokwethulwa kwezidingo zomphakathi?

## UKUPHELA KWEMIBUZO