

CHAPTER FIVE

DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

The aim of this chapter is the presentation, analysis and interpretation of the data collected. Fact-finding and fact-transferral are not research: research begins when the researcher reads meaning from the accumulated facts and interprets their message from the data (Leedy 1985:7). In other words, interpretation consists of inferences made from the data collected. Drawing the conclusions places the interpreted data in the framework of the literature study (De Wet, et al, 1981:38).

Data analysis and interpretation can be either quantitative or qualitative. In quantitative interpretation, the statistics that are obtained speak for themselves and, in qualitative interpretation, the phenomenon is interpreted against its entire background. Objective deductive and inductive evaluation of data, interpretive experience, and a thorough knowledge of the phenomenon are prerequisites for interpretation (Swanepoel and Mulder, 1989:36-37).

According to Mouton and Marais (1993,:103), in the deductive strategy the researcher embarks upon a research project with a clear conceptual framework in mind. This may be a model, a theory or a typology or a set of explicit hypotheses. A framework of this nature leads to a relatively rigid manner of conceptualization, operationalization, and data collection, and it will ultimately constitute the frame of reference for analysis and interpretation. In the inductive strategy, the researcher would embark upon the project without an explicit conceptual framework, and merely use general and vague hypotheses or guesses to guide the research. Research of this nature is far less structured. Once the data have been generated, the researcher attempts to discover relationships or patterns by means of close scrutiny of the data. The data are analysed and interpreted by means of inductive abstraction and generalization. It should be clear that the inductive strategy is particularly appreciated to hypothesis-generating studies or to studies of an exploratory and descriptive nature.

In this research project, the literature study indicated that the more appropriate leadership for developmental local government should be visionary and charismatic. What is also required is strategic leadership, the capability to build capacity to make policy judgements. Leaders need to be respected, accountable and transparent, to be able to develop leadership, build partnerships and coalitions, proactive able to represent a diversity of interests should ideally have relationships with the private sector, be able to demonstrate value for money, and be an outdoor person and good communicator.

Regarding governance, there are ten ways of governing better, namely, catalytic local government: steering rather than rowing; community-owned local government: empowering rather than serving; competitive local government: injecting competition into service delivery; mission-driven local government: transforming rule-driven organizations; results-oriented local government: funding outcomes not inputs; customer-driven local government: meeting the needs of the customer not the bureaucracy; enterprising local government: earning rather than spending; anticipatory local government: prevention rather than cure; decentralized local government: from hierarchy to participation; and market-oriented local government: leveraging change through the market place.

5.2 *Reasoning strategies necessary to analyse data in qualitative research*

It is important to take note of these reasoning strategies because they contribute to the logical chain of evidence that supports the researcher's conclusions after data analysis.

5.2.1 *Analysis*

Analysis is a reasoning strategy with the objective of taking a complex whole and resolving it into its parts. By means of analysis, the constant variables of factors that are relevant to the understanding of a phenomenon or an event are isolated. Analysis is used in coding to identify the properties of identified categories in data (Walker and Avant, 1988:24).

This research report argues that developmental municipalities will need to be guided by strong political and administrative leadership, able to make difficult policy judgements, work with a range of players and guide the actions of the administration to promote the social and economic well-being of local communities in the Vhembe District Municipality. The findings in Vhembe District Municipality show that both political and administrative leadership are incapable of implementing legislations to run and govern municipalities effectively and this has resulted in poor service delivery.

5.2.2 *Inductive reasoning*

In inductive reasoning, as already discussed one embarks on a research project without an explicit conceptual framework and merely uses general and vague hypotheses or guesses to guide the research. Once the data have been generated, the researcher attempts to discover relationships or patterns through close scrutiny of the data. The data are analysed and interpreted by means of inductive abstraction and interpreted by means of inductive abstraction and generalisation. The eventual outcome is that such a strategy will result in a more systematic explanation or even a conceptual framework (Mouton and Marais, 1990:103).

In this regard, the study should be able to establish and show that there is a relationship between political and administrative leadership, on the one hand, and service delivery to the communities in Vhembe District Municipality, on the other. It is important to note that good leadership will be able to come up with positive approaches to service delivery, such as building on existing capacity, corporatisation, public partnerships, partnerships with community-based organizations and non-governmental organizations, contracting out, public-private partnerships and privatisation. In the Vhembe District Municipality, it has been found that interaction with public by both political and administrative officials is minimal hence poor service.

5.2.3 *Synthesis*

By means of synthesis, the relationships between variables that are relevant to the understanding of a phenomenon or event are reconstructed to provide an insight into the causal or underlying

factors associated with the events or factors being studied. Synthesis is used in data analysis to identify relationships between concepts and categories (Walker and Avant, 1988:24-25).

A study of available and relevant literature and a survey indicated that political and administrative leadership in local government administration in the Vhembe District Municipality significantly influence the speedy or slow service delivery to the communities.

5.2.4 *Bracketing*

Burns and Grove (1987:80) explain that to bracket, the researcher suspends, or lays aside what is known about the experience being studied. This is similar to the idea of achieving an open context. The researcher gets rid of preconceived ideas and reconstructs his or her thinking. This procedure facilitates seeing all the facets of the phenomenon and the formation of new contracts. In this instance, the emphasis is on the fact that the investigator has to set aside his/her personal interests and preconceived ideas when conducting research into the Vhembe District Municipality. This will free him or her to come up with the scientific information concerning his or her research.

5.2.5 *Intuiting*

Intuiting is the process of actually looking at the phenomenon. During intuiting the researcher focuses all awareness and energy on the subject of interest. This is thought to allow an increase in insight. Intuiting requires absolute concentration and complete absorption with the experience being studied (Burns & Grove, 1987:80).

Regarding the study, the investigator observed that both political and administrative officials were not always found in their offices during his visits at the municipalities. Some were reported to have gone to meetings and some were on leave. Unavailability of both political and administrative leadership in their offices during office hours is believed to have an adverse impact on the service delivery to the communities, because the leadership which is expected to provide the lead on how the services should be provided is not there to do its job.

5.3 Data collected from Mayors, municipal managers and directors / managers

Data was collected by means of interviews through questionnaires in the Vhembe District Municipality and its four municipalities, namely, Makhado, Musina, Mutale and Thulamela. All mayors of both the District Municipality and its local municipalities were targeted for the case study, while managers/directors in administration, community and Technical Services at both District Municipality and local municipality level were also chosen as part of the sample. Their responses of the interviews conducted with regard to Leadership and governance perspectives in local government administration in the Limpopo Province of South Africa.

5.3.1 Mayors

As experience is the best teacher in all spheres of life, the first question posed to mayors was based on their experience in political domain. It is believed that an experienced politician in a particular political party will be fully conversant with the policies of that particular political organization and as such he will be able to deliver the goods and services if his party happens to be in power. The empirical investigation found that mayors' experience in politics both in the District Municipality and its four local municipalities ranges between ten and twenty-five years.

Political involvement in a political party by its members is very important, because it allows members of a particular political organization to know what is expected of them in order to steer their political party in the right direction. The question was posed to mayors which was based on their political involvement in their political organization(s). The study revealed that mayors are actively involved in community services, serving as councillors for the African National Congress and serving on community structures, such as civic organizations.

The mayor is elected by the members of the council from among themselves. Mayors have so far been elected mostly on an annual basis. It is possible for them to be re-elected for additional terms of office. There are always mayoral elections immediately after local government elections. The practice is generally that annual elections for the position of mayor and that of deputy mayor are both held after local government elections (International Republican Institute,

1995:51). The study confirmed that all mayors from the Vhembe District Municipality and its four local municipalities were elected and deployed into their positions.

As a basic principle, the government has adopted the view that all public servants, from the most senior to the most junior, require ongoing training as an integral part of their professional life. The training of workers must be linked to the new emphasis on customer care and service delivery, the development of career paths and the reorganization of grading systems within the public service. To this end, particular attention should be paid to competency-based training as a means of improving the relevance of training to specific work situation (White Paper on the Transformation of the Public Service, 1995:65). Hence, on the issue of orientation of policies and procedures of municipal governance, the empirical investigation revealed that all mayors were orientated extensively through various formal programmes.

The vision and mission of municipalities in South Africa should be formulated in accordance with the objects of the municipalities as stipulated in the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), Section 152 (1) (a-e). The study revealed that the vision and mission of municipalities were formulated as follows: accelerating service delivery to communities; becoming the vehicle of affordable quality service and stability through economic growth, development and collective leadership; becoming a developmental municipality that ensures sustainable, economic growth and equitable service delivery. The provision of basic services and eradication of poverty and promotion of social, political and economical empowerment are also important goals.

According to the White Paper on the Transformation of the Public Service, 1995 (1995:26), performance indicators or measures should be designed and used to obtain an accurate assessment of the progress that is being made towards the achievement of these objectives and targets of municipalities, and to highlight those areas where improvement or corrective action is required. The empirical investigation revealed that the rating of municipalities in terms of their performance ranged between 50% and 65%.

A municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose encourage and create conditions for the local community to participate in the affairs of the municipality (Municipal Systems Act, 2000:30). On the issue of participation of all stakeholders in the activities of municipalities, this will speed up service delivery, because service delivery is regarded as an important issue. The study further revealed that participation of all stakeholders in activities of municipalities will give the community an opportunity to play a role in the decision-making process for the municipality.

According to the White Paper on Local Government, 1998 (1998:15) challenges facing South African municipalities include the following: skewed settlement patterns, which are functionally inefficient and costly, extreme concentration of taxable economic resources in formally white areas demanding redistribution between and within local areas; huge backlogs in service infrastructure in historically underdeveloped areas, requiring municipal expenditure far in excess of the revenue currently able within the local government system; creating viable municipal institutions for dense rural settlements close to the borders of former homeland areas, which have large populations with minimal access to services, and little or no economic base, great spatial separations and disparities among towns, townships and urban sprawl, which increase service provision and transport costs enormously. In this regard, the empirical research revealed that Batho Pele principles are not adhered to, the legacy of selfness on delivery or serving the community is weak, and financial constraints and illiteracy. In addition, water and electricity are the problem areas of the municipality.

Councillors are elected to represent local communities on municipal councils, to ensure that municipalities have structured mechanisms of accountability to local communities, and to meet the priority needs of communities by providing services equitably, effectively and sustainably within the means of the municipality. In fulfilling this role, councillors must be accountable to local communities and report back at least on a quarterly basis to constituencies on council matters (Municipal Systems Act, 2000:106). Thus, the empirical study revealed that the interaction of municipalities with the communities should be done through campaigns, personal visits, ward councillors and ward committees. The study further revealed that interaction of

municipalities with the communities may also be through traditional leaders, integrated development planning forums and budget consultative meetings.

Everyone has the right of access to any information held by the state; and any information that is held by another person and that is required for the exercise or protection of any rights (South African Constitution, 1996:14). In the context of these rights, the empirical research revealed that information may be received by communities from a municipality through structures, ward committees, municipal quarterly newsletters, councillors, Executive council road shows, national meetings and media such as radio.

While public service should in the future be of central importance to the delivery of the service; it will not be the only player. The responsibility must be shared with the private sector, community organizations, trade unions and other key stakeholders and the public at large. Service delivery will therefore be founded on the creation of municipality-community partnerships for effective use of public funds and community resources. Communities should be afforded the opportunity to participate in the decision-making process on issues affecting their welfare and, where feasible, they should be encouraged to contribute to the delivery of services through community-based initiatives (White Paper on the Transformation of the Public Service, 1995: 57). On this note, the empirical study revealed that the effectiveness of community participation in municipality may be done through ward councillors, ward communities, feedback meetings, quarterly report meetings in various villages, business people who are influential in the communities and ensuring that structures, such as mayoral traditional leaders' forums are in place and effective.

Municipalities need not relate to each other through formal associations only. Inter-municipal cooperation may take varied forums, including: exchange of learning experiences; sharing of staff; technology and equipment; joint investment projects; and collective purchasing (White Paper on Local Government, 1998:55). On the issue of enhancement and promotion of cooperation amongst municipalities, the empirical study suggested that it may be done through the employment of principles of intergovernmental relations, mayor's and municipal manager's forums, interdepartmental forums wherein specific and general issues are discussed.

According to the Municipal Systems Act, 2000 (2000:70), a tariff policy must reflect at least the following principles, namely, that users of municipal services should be rated equitably in the application of tariffs; that is, the amount individual users pay for services should generally be in proportion to their use of that service, and tariffs must reflect the costs reasonably associated with rendering the service, including capital, operating, maintenance, administration and replacement cost and interest charges. In relation to the issue of political measures to make residents in rural areas to pay for the services they are receiving, the empirical study revealed that mayors believe that it is important to educate and conscientize traditional leaders and communities through mutual participation and communication.

5.3.2 Municipal Managers

Craythorne (1992:313-316) describes the roles of municipal managers as chief executive officers, accounting officers, leaders, facilitators, planners, communicators and diplomats in their municipalities. Regarding the role of municipal managers in their municipalities, the empirical study confirmed that municipal managers are heads of administration and accounting officers of the municipalities with responsibilities outlined in Section 55 of Municipal Systems Act, 2000, (Act 32 of 2000).

It is important for municipal managers to coordinate the activities of municipalities in order to enhance and promote service delivery to the communities. In this regard, the empirical investigation revealed that the coordination of municipalities may be done through proper planning, continued communication with communities and reporting, the implementation and coordination of a performance management system and integrated development planning, plus regular feedback from municipal managers and by delegating duties to other relevant departments.

Demonstrations by community members in various municipalities in South Africa in the years 2006 and 2007 were rife. It is believed that these demonstrations were sparked by poor services rendered by municipalities in South Africa. The empirical study concerning the root cause of the demonstrations in municipalities in South Africa suggested that demonstrations could be

linked with the open environment the new dispensation has created as well as communities demanding consultation. Demonstrations are undertaken when consultation is lacking and service delivery breaks down. Municipalities might be having service delivery challenges, but the failure to communicate such challenges creates discontent and uncertainties. It is further confirmed that demonstrations are caused by poor prioritisation of community needs. Poor communication strategies on services delivered are among the root causes. Political influence from opposition parties was also considered to be an important contributory factor.

Awarding of tenders is a common practice in South Africa for governmental projects to be completed on time. For this practice to be effective and successful, it needs municipal managers who will be able to control the granting of tenders in their municipalities to avoid incomplete projects which impact negatively on service delivery. The empirical study revealed that tenders are awarded based on the municipality's procurement policies which involve the screening of tenders before award. During the implementation of projects, contract management is implemented to avoid incomplete projects. The study suggests that a point system be employed to evaluate tenders, and the adjudication and evaluation committees are also employed in the selection of tenders.

Appropriate training can assist public servants in developing a better understanding of the needs of the communities which they are serving, as well as the capacity to respond to these needs. Accordingly, training should be used to rapidly develop a new civic consciousness amongst public servants, and to develop new knowledge and skills which can be applied in creating a community-centred municipality. The empirical study revealed that all municipal managers from the District Municipality and its four local municipalities were capacitated in order to cope with their duties and responsibilities.

A projected budget is the financial expression of a plan of action that covers the outcomes and expenditures of the local authority for the coming financial year. A local authority's budget is divided into two main parts, the operating budget and the capital budget. This is because local authorities have to deal with ongoing running or operating expenses as well as capital expenses (International Republican Institute, 1995:138). Regarding the importance of a proper municipal

budget, the empirical study revealed that the budget is a planning tool in municipalities. It is used to supplement the integrated development plan as a strategic plan of the municipalities. The budget involves financial resource planning and is an allocation tool. The study further suggests that the budget helps to coordinate the activities of integrated development plan and local economic development.

Local authorities need money to perform many functions. Their sources of income are varied, yet limited. Because local authorities generally do not have enough money to provide for all needs of the residents of their areas, it is crucial that they actually receive all the money which is due and also that the available money is used wisely and managed correctly. It is also important that the revenues from national government and revenues from communities should be supplemented in one way or another (International Republican Institute, 1995:47). The empirical study revealed that the municipalities from time to time introduce innovations such as tax incentives, to encourage the generation of own revenue. Over and above such innovations, stringent financial measures must be in place to ensure interests are generated on grants to raise capital. The study further suggests that revenue may be supplemented through donations, such as lottery, grants and loans.

Municipalities must treat citizens equitably with regard to the provision of services. In turn, national and provincial government must treat municipalities equitably with regard to IGTs. Local government cannot be solely responsible for redistribution, and national government has a crucial role to play in this regard, particularly with respect to subsidising the provision of basic services. The equitable share of national revenue to which local government is entitled should be directed primarily at this purpose. In addition to targeted subsidies to poor house-holds, funded from the equitable share, municipalities can cross-subsidise between services. The extent of this cross-subsidy is a local choice that needs to be exercised carefully within the framework of the municipal integrated development plan (White Paper on the Transformation of the Public Service, 1995:64). Municipalities should also see to it that funds are distributed equitably amongst the wards within jurisdiction. In this regard, the empirical study suggested that population, poverty, unemployment and settlement data and services backlogs are used in

resource allocation and budgeting. The study suggests that the needs of these specific wards are reflected in adherence to an integrated development plan to counteract corruption.

In the context of the above discussion, corruption in general could, therefore, mean the promotion of private gains or selfish interests at the expense of public interest. Corruption is against the overall objectives of the government, especially when it is by whoever is in charge and responsible within the area of work (Mafunisa, 2000:11). The following incident serves to corroborate the occurrence of corruption in South Africa. In Kwazulu-Natal, hardly six months into democracy, female police officers in Ulundi claimed that, for them to be promoted, they had to play sex games with superordinate police officers (*City Press*, 14 August 1994). In trying to prevent corruption in municipalities, the empirical study suggests that anti-fraud and anti-corruption strategies should be implemented. The strategy involves frequent risk assessment and evaluation and the periodic vetting of staff. A local call centre should be open to members of the public for whistle blowing, that is, to report cases of corruption anonymously.

The municipal managers are the chief executive officers of the municipalities. This means that they are the persons who are responsible for ensuring that the administration of the local authorities as a whole function effectively. They are also expected to see to it that by-laws and other legislation are implemented effectively and efficiently (International Republican Institute, 1995:55). Regarding this, the empirical study revealed that quarterly reviews of by-laws and evaluation and auditing of compliance are undertaken. Internal audit information is performed every three months to check on compliance with by-laws and other legislation; feedback reports about departmental implementations are provided to the Municipal Managers.

A municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable way, and for this purpose must comply with the Skills Development Act, 1998 (Act 81 of 1998), and Skills Development Levies Act, 1999 (Act 28 of 1999) (Municipal Systems Act, 2000:66). Regarding the provision of capacity-building to the staff members in municipalities, the empirical study confirmed that it is done annually in line with the Skills Development Act, 1998

(Act 81 of 1998), the municipalities develop a skills development plan following from performance assessment and evaluation and under performing staff gaps are addressed. Staff development is also undertaken on a monthly basis.

A municipality, through appropriate mechanisms, processes and procedures established in terms of Chapter Four, must involve the local community in the development, implementation and review of the municipality's performance management system and, in particular, allow the community to participate in the setting up of appropriate key performance indicators and performance targets for the municipality (Municipal Systems Act, 2000:48). The empirical study revealed that communities may be involved in activities of municipalities through ward committees, councillors and public participation forums.

It is important that municipalities should be in a position to know whether the communities they are serving are happy or unhappy with the services they are receiving from the municipalities. It is the responsibility of municipalities to ascertain. The empirical study finds that consultative processes are undertaken to ensure that municipalities and communities plan development together; feedback meetings and outreach meetings are held to allow communities to raise their concerns. The study further revealed that suggestion boxes and ward committee meetings are in use.

The discontentment of community members about service delivery may lead to demonstrations that will disrupt the smooth running of municipalities. Therefore, it is important for municipalities through their municipal managers to assess the discontentment of community members about service delivery frequently. The empirical study confirmed that the assessment is conducted with varying frequency: twice per quarter, quarterly, on a daily basis through complaints received, twice per financial year and on a regular ad hoc basis.

Officials of local authorities are responsible for serving the public. Many are full-time employees of local authorities and their jobs are not political in nature. They are employed on the basis of their skills rather than for their political party affiliation. This has to be within the policy guidelines provided by the council and senior management (International Republican

Institute, 1995:53). With reference to this topic, the empirical study revealed that staff members should be provided with a job description, run orientation on job, assess monthly reports, evaluate quarterly performance in line with municipal performance management. The role of every staff member in the municipalities should be outlined clearly and explicitly in the job evaluation.

As stated repeatedly, the Constitution of South Africa, 1996 (Act 108 of 1996) defines the roles and responsibilities of national and provincial government with respect to local government. It obliges all spheres of government to cooperate with one another in mutual trust and good faith through fostering friendly relations, assisting and supporting one another; informing one another of, and consulting one another on, matters of common interest; and coordinating their actions and legislation with one another. The specific roles of national and provincial governments with respect to local government need to be viewed within this context (White Paper on Local Government, 1995:38). The empirical study regarding the importance of cooperative government between the three spheres of government regarding municipalities in South Africa revealed that it integrates development in municipalities and further allows national and provincial governments to assist municipalities with financial revenue. Monitoring of these resources allows the municipalities to enhance capacity and service delivery as part of accounting to the national and provincial fiscal authority.

According to White Paper on Local Government 1995 (1995: 77), during consultations with traditional leaders and their communities, local government and other stakeholders, a number of suggestions have been made about a suitable model for rural local government in those areas falling under traditional leadership. Proposals range from traditional authorities becoming the primary local government in their areas, to a clear and exclusive division of powers and functions between elected local government and traditional authorities. The model being proposed must, however, be in line with the Constitution. The empirical study regarding the importance of relations between municipalities and traditional leaders revealed that it is important for good relations between municipalities and traditional leaders, because traditional leaders are custodians of communal land in rural areas and municipalities have to recognize them as development partners. The study further revealed that the relations between the two is

important to avoid uncoordinated planning and conflict of interest. Unhealthy relations between the two may negatively impact on the service delivery.

A tariff policy must reflect at least the following principles, namely, that users of municipal services should be treated equitably in the application of tariffs; the amount individual users pay for services should generally be in proportion to their use of that service; and tariffs must reflect the costs reasonably associated with rendering the service, including capital operating, maintenance, administration and replacement costs, and interest charges (Municipal Systems Act, 2000:70). The empirical study about the payment of services by residents in rural areas revealed that the municipalities are embarking on community education on services payment and further assisting different interest groups. Prepaid billing systems are also being introduced in some trading services to cater for service payment and implementation of free basic services to the poor.

5.3.3 Managers / Directors: Administration

The objectives of the departments of administration according to the empirical study revealed them as follows: to provide supportive services administrating to the political and administrative components of the municipalities; to provide quality community services, accurate and safe custody of all official documents, files and records; to give legal advice to all departments; to provide human resources related services to council and all its employers; to develop and manage human resource related policies; to administer municipal affairs effectively and efficiently through management and administration of legal, land properties, valuation and administration services; and to coordinate planning for municipalities and sector departments regarding service delivery.

The departments of administration in municipalities have vision and mission statements, which the empirical study found are as follows: to improve the quality of life through balanced development and service excellence; to become an administration that is transparent, responsive and a strategic component central to the municipalities as a public agent; to be a quality support directorate to all internal and external customers; to enable labour relations and provide career

planning and guidance to all employees; to ensure the implementation of all pieces of legislation and provide information to council and management; and to administer municipal affairs in an effective, efficient and developmental and legal way; to conserve human resources, land, properties and valuation and administration services; to be the leading municipalities in providing for and serving the human capital needs of the municipalities' workforce so as to attract and retain diverse and skilled employees who deliver value to the communities.

It is important that the departments of administration should see to it that integrated development plan is effectively implemented in their municipalities. It means that the departments should devise ways and means to ensure that it functions effectively in their municipalities. The empirical study revealed that this may be done by ensuring that every departmental operation is informed by an integrated development plan. It may also be linked to the annual budget, the service delivery budget implementation plans and, ultimately, to the performance management system of all directors and senior managers.

The administration of local authorities is carried out by officials. This means that officials are the people who implement the policies and decisions of the councils (International Republican Institute, 1995:52). This effective implementation of decisions of the councils in line with the findings of the empirical study should be done by disseminating resolutions and discussions to relevant departments after each council meeting and monitor their implementation and provide progress report to councils.

Local public administration is governed by the democratic values and principles embodied in Section 195 (1) of the Constitution of South Africa. In administering its affairs, a municipality must strive to achieve the objects of local government set out in Section 152 (1) of the Constitution, and comply with the duties set out in Sections 4(2) and 6 (Municipal Systems Act, 2000:57). The empirical study revealed that the Batho Pele principles and values as informed by Section 195 Subsection 1 of the Constitution of Republic of South Africa may enhance and improve service delivery in municipalities if properly implemented and considered.

5.3.4 *Managers / Directors: Technical Services*

The vision and mission statements of the departments of Technical Services in municipalities are portrayed by the empirical study as providing sustainable service delivery. They supply effective, safe, reliable and firm energy by means of electricity to all consumers in the licensed distribution areas of municipalities in terms of government policy; maintain and supply constant and reliable as well as cost effective water, sewerage and roads. They also attempt to enhance the local economy as a unit; and to provide effective and affordable services to all consumers.

The departments of technical services in municipalities should see to it that the integrated development plan is promoted and coordinated for service delivery to the communities to be sped up. According to the empirical study, the integrated development plan may be promoted and coordinated through an integrated development plan, representative forums, continual consultation, and by communicating with planning departments, finance departments and the municipal manager's office.

There are certain methods to be employed to ensure the fair and just allocation and distribution of resources amongst the wards in municipalities. In this regard, the empirical study revealed that needs-based services and population size should be taken into account when resources are distributed and allocated amongst the wards in municipalities for the departments of technical services in municipalities to maintain roads and streets effectively. They should have plans in place regarding maintenance of roads and streets in their municipalities. The empirical study further revealed that roads and streets maintenance plan is in place and every five years roads and streets are upgraded. Every year roads and streets are resealed. Roads and streets are maintained according to the programme and on request by community members. Busy roads and streets are maintained four times per year or when the need arises.

For the departments of technical services in municipalities to avoid no problems concerning roads and streets, they should have a long term plan regarding roads and streets in their municipalities. The empirical study suggests that road management system to be centralized in the district municipalities. Old roads and streets should be rebuilt over ten to twenty years.

New routes should be developed and well planned or designed streets built. Road maintenance and construction plans are being implemented by planning and constructing roads with gravel surfaces and tar surfaces depending on the economic viability of the area served by the road infrastructure.

5.3.5 *Managers / Directors: Community Services*

The vision and mission statement of the departments of community services in municipalities are portrayed by the empirical study as providing quality community services through sustainable development and service excellence to the population. Departments aim to render quality services in terms of Rescue Disaster, Risk Management, Municipal Health Services and community development; to promote basic human rights in a safe and healthy environment committed to the promotion of community participation; to provide accessible and affordable services through a comprehensive and integrated system; to eradicate poverty and promote the social and political empowerment of all people through delivery of quality services, community participation, local economic development and smart administration.

Poor residents in municipalities need to be taken care of by the departments of community services for them to improve the quality of their lives. The empirical study suggested that poor people receive social grants in their municipalities through the Department of Social and Welfare Development. This is done by entering into partnership with the Department of Health and Social Development. People should be assisted to obtain social grants for their daily survival.

The role of the directors regarding disasters in municipalities as testified by the empirical study is done by promoting an integrated and coordinated approach to disaster management in the municipal areas. They should also act as an advisory body on issues concerning disasters. They are responsible for the provision of accommodation in times of natural disasters and must be responsive towards disaster. Their brief is to manage all disasters which threaten communities by assisting them with temporary shelters, food parcels, blankets, clothes and clean water.

For the directors of the departments of community services to succeed in their duties and responsibilities, they should have the ways and means to interact with the community-based structures. The empirical study suggested that the directors should interact with the community-based structures through councillors, ward committees, different development forums, chiefs, different departments and other stakeholders.

Directors of the departments of community services sometimes encounter challenges when trying to interact with the communities in their municipalities. The empirical study revealed the challenges to be as follows: the vastness of the municipal areas, ward committees coordination, and information distribution to communities. Cooperation from other stakeholders is not effective owing to lack of understanding as to the role of the municipalities.

5.4 Analysis of the questionnaires from the mayors, municipal managers and directors.

The analysis is about data or information collected from mayors, municipal managers, and three directors or managers for departments of administration, technical and community services. These respondents were all chosen from the Vhembe District Municipality and its four local municipalities, namely, Makhado, Musina, Mutale and Thulamela. Out of 100% of the questionnaires, only 8% were not brought back. It means that 92% of the questionnaires were completed and brought back to the researcher.

5.4.1 Analysis of the questionnaires from the mayors

Mayors are appointed according to their political experience, because the majority of them have experience which ranges from between ten and twenty years. Fifty percent of the respondents is directly involved with the community, yet 50% is directly involved with political organizations. This leads to the conclusion that the mayors appointed are the people who know what is expected of them concerning service delivery to the communities because of their political experience and their involvement with the communities and political organizations.

It was also found that all of the mayors had been politically deployed by their political organization. The requirements of this post (mayoral position) are not considered. As long as you are an active member of the political party (ruling party), you are deployed or appointed to the position. It is surprising to note that even though mayors are attending workshops, they are still not very capable because they seem not to be fully conversant with the policies and procedures of municipalities such as financial management which results in poor service delivery.

When it comes to the vision and the mission of municipalities, it was realized that all municipalities have good vision and mission statements on paper, but practically all the mayors in the sample seem to be unable to implement this vision and mission effectively and efficiently. Hence, this is inevitably poor service delivery. The poor service delivery is confirmed by some municipalities which are receiving the assistance of the extended programmes initiated by the National Government, such as the consolidate project.

Stakeholders are actively involved in the planning of municipal programmes and submission of the projects to be attended to or which have been identified in the communities, but the implementation of the plan is poor owing to lack of commitment and capacity. It has also been found that all mayors seem to be encountering the same challenges of financial constraints which result in the poor management and running of the municipalities. This might be a cause of the poor service delivery to the communities.

According to government policy, mayors are required to interact with the communities personally and through councillors, ward committees, civic structures and traditional leaders, but the actual situation is that the councillors and ward committee members rarely meet the people. This is exacerbated by the poor attendance at their meetings. Hence, there is a poor flow of information from the municipalities to the people, which aggravates poor community participation in the activities of the municipalities, and so too poor service delivery.

It has been found that forums are held regularly in all municipalities, but the implementation of the discussions and resolutions taken is poor. Therefore, service delivery is poor too. Measures

have been formulated to make sure that residents in rural areas are paying for the services they are receiving but no implementation of measures, hence poor service delivery particularly in the rural areas.

5.4.2 *Analysis for municipal managers*

According to government policy, municipal managers are appointed to manage, administer and account for the municipalities' activities, but generally there is poor expertise and skills to run municipalities effectively and efficiently which results in poor service delivery. Even though all managers know how to coordinate their municipalities in order to avoid poor service delivery, monitoring and implementation is poor.

All municipal managers seem to agree that the root causes of demonstrations in South Africa are poor consultation, poor service and poor prioritisation of community needs. However, there is nothing tangible which has been done to improve the situation, because demonstrations are still prevalent in municipalities. These are sparked by poor service delivery. However, the policies to guide the awarding of tenders and projects are in place, but the problem is that implementation and monitoring again is poor.

All municipal managers have been capacitated but the level of execution of their duties is below par and this impacts negatively on the service delivery. When it comes to budgeting all municipal managers seem to have knowledge about the importance of the budget in their municipalities, but they seem to lack the financial skills and ethical sense to avoid misappropriation of public funds. Municipal managers also know what to do in order to supplement municipal income from national government funds and revenue from communities, but they seem to lack the implementation and monitoring instruments. It is also found that the policies to guide municipal managers to distribute funds equally amongst wards are in place, but the wards are not contributing equally towards the municipalities and therefore the service delivery is in accordance to the contribution made by each ward.

The policies and strategies to prevent corruption in municipalities are in place, but the implementation and monitoring are poor, because corruption is still riddling municipalities in South Africa. Furthermore, municipal managers seem not to be doing anything to ensure the implementation of the municipalities by-laws and other legislation, so the exercise seems not to be either effective or efficient. The same applies to the skills development plans which are in place in all municipalities, but these plans are not adequately implemented.

The policy requires municipal managers to have public forums at which community members can participate and advance their views with regard to service delivery, but such forums are not held on a large enough scale. During these forums, municipal managers would have time to assess the degree of satisfaction and dissatisfaction of community members about service, delivery but the scheduling of forums is not communicated to the communities so the people cannot attend.

All municipal managers understand the importance of corporate governance among the three spheres of government, but they lack the coordination skills which, if they had, would impact positively on the service delivery. They also fully agree that there should be a healthy relationship between municipalities and traditional leaders, but there is conflict, because traditional leaders are considered to be observers rather than participants in council meetings. This may result in poor service delivery, because, traditional leaders were the people who brought development in their villages.

Municipal managers all agree that rural communities have to pay for the services rendered, but there is a lack of education, campaigns and outreach programmes to urge or encourage communities to pay. Rural communities will remain as they are when it comes to development because they are not contributing anything towards the small amount of development they are receiving.

5.4.3 *Analysis for directors/ managers*

(i) Directors for administration

All directors for administration know the objectives of their departments, but there is insufficient monitoring and a lack of implementation of these objectives. In addition, these departments for administration have good vision and mission statements, but there is a lack of quality service delivery emanating from these statements. The rules and regulations to regulate the effective functioning of the integrated development plan are in place, but there is lack of expertise on the part of directors to implement these rules and regulations successfully. However, all directors for administration have implementation strategies and knowledge of the basic values and principles of governing local public administration, but the commitment and capacity to implement them is lacking. Hence there is poor service delivery to the communities.

(ii) Directors for technical services

Directors for technical services have well formulated mission and vision statements for sustainable development, but there is a lack of expertise and experience in working with the communities for the communities to receive the expected service delivery. To supplement the vision and mission statements of the departments, directors do have the measures to promote and coordinate the integrated development plan programmes in place, but there are financial challenges to implement these programmes. When it comes to allocation and distribution of resources, directors for technical services know the methods to be employed for the resources to be allocated and distributed fairly and equitably, but some councillors and ward committee members are not supplying the necessary information for such fair distribution to take place. In addition, to that the maintenance plans are in place, but there is a shortage of resources to maintain roads and streets, and that is why some roads and streets are attended to once or twice per year. This is an indication that the service delivery is poorly or unevenly delivered.

(iii) Directors for community services

In spite of the vision and mission statement in place, there is still a lack of basic quality service delivery which is aggravated by the incapacity of directors to adhere to these mission and vision guidelines. Even though directors have the knowledge of what to do to make sure that poor people receive social grants in their municipalities, some councillors and ward committee members are not providing the necessary information to the Department of Community Services. In addition, directors have disaster committees in place, but the challenge is the line of communication which is too long and the coordination which has to be provided by the councillors. This delays and interferes with the delivery of services. The interaction is ineffective owing to the lack of forums, mass-meetings, cluster and sector meetings. Some councillors do not interact with their villages. This is confirmed by the directors themselves when they emphasize the fact that there is a lack of service delivery accruing from the lack of a proper link between the communities and the municipalities.

5.5 Conclusion

The analysis was conducted and it was found that mayors in the Vhembe District Municipality and its local municipalities are aware of what is expected of them in terms of delivering services to the communities; and the policies and procedures to guide them in carrying out their obligations is also in place, but the challenge is the implementation and monitoring aspect of it. After having analysed the information supplied by the municipal manager, it is clear that they know what to do in order to facilitate delivery of services to the communities. They also displayed knowledge of the policies and procedures that guide them to see to it that services are rendered to the communities. However, observing these rules and regulations to the letter is a challenge. Ultimately, the crux of the problem is the failure to implement the policies and procedures at their disposal. The directors of municipalities also displayed the same tendency of knowing the policies and procedures to guide them in speeding up service delivery to the communities, but they tend to fail to



implement these rules and regulations according to the expectation of the municipalities and the community at large.

In Chapter Six conclusions and recommendations are outlined. The recommendations attempt to suggest tentative solutions to the problem under investigation in this thesis.