MUNICIPAL SERVICE DELIVERY IN GREATER TZANEEN LOCAL MUNICIPALITY IN LIMPOPO PROVINCE: A CASE OF LENYENYE TOWNSHIP

by

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ABSTRACT

The research study attempts to understand levels of service delivery facing Lenyenye Township falling under the jurisdiction of Greater Tzaneen Local Municipal Council. The main focal point of the study is to ascertain the effectiveness of the provision of basic services such as electricity, water and roads by the Greater Tzaneen Local Municipality.

This study takes into account that there are other townships such as Nkowankowa, Khutjwana and Tickeyline that are also under the jurisdiction of Greater Tzaneen Local Municipality, and therefore, the research made no attempts to compare levels of service in these towns as its main focus is Lenyenye Township. The findings of this case study are by no means a representation of the state of service delivery in the entire Greater Tzaneen Local Municipal area.

The study is qualitative in nature as it attempts to understand how residents of Lenyenye Township perceive service delivery in their area. To get to the bottom of this investigation, interviews were conducted to supplement the data that is needed to make a case.

The central elements of this study are community participation and financial management. According to *White Paper on Local Government* (1998), the above elements are the cornerstone of democracy, and that democracy should be visible and practical at grassroots. The study argued that provision of municipal services is also influenced by a high number of legislative frameworks some of which are still at a grappling stage by municipalities, for example; the implementation of *White Paper on Transforming Public Service Delivery* (1997).

The study also discovered that a local sphere of government interacts with other organs of state, private sectors and non-governmental institutions in programmes and projects meant to advance the provision of municipal service.

Greater Tzaneen Local Municipality like any other municipality is experiencing its fair share of the challenges such as financial management, community participation, and skills shortage. The study revealed that Lenyenye Township is experiencing poor service delivery from the municipality.

DECLARATION

I declare that the mini-dissertation titled "Municipal Service Delivery in Greater Tzaneen Local Municipality in Limpopo Province: A case of Lenyenye Township" hereby submitted to the University of Limpopo, for the degree of Master of Public Administration has not previously been submitted by me for a degree at this or any other university; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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RAOPHALA M.H. (Mr)   DATE

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DEDICATION

This work is dedicated to my mother Motlatjo Annah Raophala, who value education more than anything else on earth. Her desire is to see all her children achieving highest level of educational qualifications although she never attended formal school. She is the source of my inspiration. I wonder what I would become without the support of this unique single parent.

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LIST OF ABBREVIATIONS

ANC	African National Congress
GAAP	Generally Accepted Accounting Principles
GRAP	Generally Recognised Accounting Practice
GTLM	Greater Tzaneen Local Municipality
HSRC	Human Sciences Research Council
IDP	Integrated Development Plan
LED	Local Economic Development
MDM	Mopani District Municipality
MPAC	Municipal Public Accounts Committee
PFMA	*Public Financial Management Act (Act 1 of 1999)*
PR	Proportionality Representative
RSA	Republic of South Africa
SALGA	South African Local Government Association
SAMWU	South African Municipal Workers Union
SANCO	South African National Civic Organisation

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CHAPTER 1

ORIENTATION TO THE STUDY

1.1   Introduction

The purpose of the study is to investigate service delivery in Lenyenye Township with specific reference to community participation in local government affairs and financial management of Greater Tzaneen Local Municipality. This research is important because it helps in particular Greater Tzaneen Local Municipality to realise how residents of Lenyenye Township perceive the status of service delivery by the municipality. In this chapter, a background, statement of the problem, objectives of the study, delimitation or demarcation of the study, significance of the study, concepts, ethical considerations and as well as research report outline are discussed.

1.2   Background

Service delivery has become a common problem in South Africa. From Harrismith in Durban, Phulong in Free State and Diepsloot in Gauteng Province to Bolobedu, Morapalala (Limpopo) and Vuwani Nengwekhulu in Limpopo Province, endless service delivery protests have been undertaken by communities. According to the former South African state President (Mbeki, 2000:15), the country still has communities living under abject poverty and inadequate infrastructure, despite efforts to address backlogs. Before the new political dispensation came into being in 1994 communities were grossly deprived of basic services, and this has put a strain and exerted pressure on communities (Maila, 2006:10). The subsequent composition of the three spheres of government raised some hope to the majority of the citizens of South Africa as it was interpreted to mean services for all and a better life for all. This was further

informed by the people's aspiration as captured in the Reconstruction and Development Programme Document (African National Congress, 1994:1 - 6)). These hopes are gradually dashed by continuous tensions between Local Municipalities and their residents.

The election manifesto of the African National Congress (ANC) for the 1994 general elections raised the level of expectations on the part of the communities regarding access to basic municipal services. It was not until now that service delivery protests are becoming common in all the provinces of South Africa. Recently Cape Town residents of Khayelitjah Township were seen dismantling traffic lights and road signs in protest against service delivery, similarly in Musina, the residents were destroying and removing road signs to the confusion of motorists, in particular the tourists who travel through Beit Bridge boarder gate via Musina (South African Broadcasting Corporation News Bulletin, 2012).

Lenyenye Township is under Greater Tzaneen Local Municipality. The residents in this Township, are begining to question the manner in which the muncipality is delivering basic services due to the shortage of running water during the day and amongst others, poor road conditions. This could be as a result of poorly managed municipal finanaces and residents' failure to be actively involved in municipal affairs. However, the rate payments do not show any trend of going down in correlation with the services rendered. This is indeed a serious problem that the research is undertaking to investigate to understand the levels of services.

1.3   Statement of the problem

The delivery of services implies the rendering of basic services to the residents by Local Municipality including essential services such as waste removal, electricity supply, water supply, graveyard management, sanitation and infrastructure development. The study will focuses on the identified problems and challenges among which there are inconsistencies in waste removal, the lack of electricity cash points in the township, poorly tarred roads and streets, inadequate storm water drainage and sewage systems.The study therefore argues that levels of service delivery leave much to be desired as service protests in South Africa are becoming commonplace. There is therefore a need to investigate the levels community participation and financial management by the local municipality as they also have an effect on service delivery. The study deals with challenges facing Lenyenye residents, by specifically seeking to answer the question:

What are the service delivery challenges facing Lenyenye Township with specific reference to community participation and financial management in Greater Tzaneen Local Municipality?

In order to respond to the above overarching question, the following questions are responded to for this case study:

- Are residents participating in municipal affairs?
- How has the municipality been managing its finances for the past five years?

1.4   Objectives of the study

The aim of this study is to understand challenges of service delivery in the Greater Tzaneen Local Municipality. It is also to emphasise the critical issues that are troubling and hindering development in certain areas of Greater Tzaneen Local Municipality.

In order to realise this aim, the following objectives are explored:

- To reflect on the strategic importance of Greater Tzaneen Local Municipality;
- To examine the problems and challenges the community is confronted with in relation to service delivery; with reference to community participation and municipal financial management.
- To describe mechanisms towards addressing service delivery problems and challenges confronting Greater Tzaneen Local Municipality.

1.5   Delimitation or demarcation of the study

Greater Tzaneen Local Municipality is situated within the central-eastern extent of the Limpopo Province and is one of five Local Municipalities located within the Mopani District Municipality (MDM) area. Greater Tzaneen Local Municipality has a number of Townships and Lenyenye is one of them. It borders the Greater Letaba Local Municipality to the north, the Ba-Phalaborwa Local Municipality to east, the Maruleng Local Municipality to the south-east, and Capricorn District Municipality's Local Municipalities of Lepelle Nkumpi, Polokwane and Molemole to south, west and north-west respectively (see Appendix E). The nature of community of Lenyenye comprises most illiterate citizens, educators, nurses, police and domestic workers.

1.6   Significance of the study

This study investigates the state of services experienced by the residents of Lenyenye Township in the Greater Tzaneen Local Municipal officers. The findings urge the municipality to put into place mechanisms and resources to address the problems experienced by the community. The study further ascertains if community members are participating in municipal affairs.

1.7   Concepts

Service delivery: 'the provision of public activities, benefits or satisfaction. Services relate both to the provision of tangible public goods and tangible services themselves (Fox & Meyer, 1995:118).

Residents: According to Butcher (1993:4) and Wilcox (1994:48) in Van der Waldt, Venter & Van Niekerk (2007:148) residents are a body of people having common rights, privilege or interests, or living in the same place under the same laws and regulations.

Strategy: Barteman & Snell (1996:117) in Van der Waldt, *et al.* (2007:148) define strategy as a pattern of actions and resource allocations designed to achieve the goals of an organisation.

Local government: that level of government which is commonly defined as a decentralised, representative institution with general and specific powers devolved to it by a higher tier of government (central or provincial) within a geographically defined area (Bayat*, et al.,* 1997:02).

Councillor: an elected member of a council. Councillors consist of both ward councillors, elected for a specific ward, and councillors nominated by the respective political party according the proportionate percentage of votes cast in favour of the party (Van der Waldt,*et al.,* 2007:148).

Municipality: part of government that manifests at grassroots level and that exists as legal person, as well as being a key part of a set of governmental relationships and organisational systems (Van der Waldt,*et al.,* 2007:148).

Effectiveness: 'a condition in which a focal organisation, using a finite amount of resource, is able to achieve sated objectives as measured by given set of criteria' (Fox & Meyer, 1995:41).

Efficiency: 'doing a good job, on time, at the lowest possible cost' (Craythorne, 2006:322).

1.8 Ethical considerations

Ethical guidelines and practices that are considered in this study include the liberty to withdraw from participation. According to Brink (2003:42); participants were be approached personally and be given the choice of participating in the research through informed consent, typed information and free choice. Ethics are the rules suggesting expectations about the most correct conduct towards experimental subjects. It is important that the researcher should not overlook these rules since they are widely accepted in any profession of research (De Vos, 1998:24).

The researcher also considered the following:

- Informed consent: The respondents were not forced or pressurised to participate in the study although they were encouraged to do so.
- Privacy and voluntary participation: Participation in the research is voluntary and the respondents are free to refuse to divulge any information they deem fit not to deliberate on.
- Anonymity: Participants' rights to remain anonymous were respected.
- Confidentiality: Respondents were assured that the information they give would be treated with the strictest confidentiality. Assured of this condition, the respondents were free to give honest and complete answers.
- Emotional and psychological constraints: The researcher was sensitive to the emotional and psychological well being of the participants throughout the study.

1.9   Research report outline

This study is presented in five chapters in order to have systematic and logical presentation of facts. Chapters of the study are presented as follows:

Chapter 1

In chapter 1 the introduction of the study is dealt with, followed by the background, statement of the problem, objective of the study, and delimitation or demarcation of the study. Further, significance of the study, concepts, ethical considerations and research report outline are dealt with.

Chapter 2

Chapter 2 reviews relevant literature studied with the view to locating the study within the existing theoretical body of knowledge.

Chapter 3

This chapter focuses on the research design and methodology followed in conducting the research study. Topics covered in this chapter are introduction followed by research design, research methodology, population, sampling method and research subjects, data collection, data collection methods (choice of instrument, interview process, planning, beginning of data collection, basic data collection process and closing data collection), data analysis methods, difficulties encountered during data collection and conclusion.

Chapter 4

The main aim of this chapter is to make sense of the data collected. It focused on presentation of data, data analysis and the interpretation of data.

Chapter 5

This is the final chapter of the study. It presented recommendations and conclusion of the study.

1.10 Conclusion

This chapter provides brief overview of the study. This chapter also defines important terms contained in the study. Orientation to the study in this chapter also provides the background, statement of the problem, objectives of the study, delimitation or demarcation of the study, its significance, concepts, ethical considerations and research report outline. In the next chapter, that is chapter 2, literature review relevant to the study is presented.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

In chapter 1, the orientation to the study was presented. Chapter 1 also covered explanation of the background, problem statement, service delivery challenges in Lenyenye Township in Greater Tzaneen Local Municipality, objectives of the study and as well as the significance of the study. In this chapter, the study was located and rested among the available works of other scholars which advocate issues of municipal service delivery. The literature explored how local government is premised within systems that are vehicles of service delivery by government. An intensive look at the *Constitution of the Republic of South Africa (1996)* was considered for the purpose of understanding the constitutional mandate of Local Government.

Relevant legislation such *as Local Government Municipal Systems Act (Act 32 of 2000)* and *Local Government Municipal Structures Act (Act 117 of 1998)* provided an overarching explanation of the powers and functions as per the categories of municipalities. *The White Paper on Local Government (1998)* provided yet another background understanding of the interpretation of democracy through emphasis on the participation of communities on all municipal decision making processes. The historical perspective was brought in to elucidate issues of the past which impacted on the provision of service delivery by the Local Governments. The point made was that the demand for services by communities was also an issue even before the new political democratic dispensation (1994). Perhaps the issue here was that the levels of demand were proportional to how people understand their rights within the systems the apartheid government had in place.

2.2 Local Government

Local government is one form of local administration of public services. A Local Government sphere is autonomous and is entitled to regulate matters relating to local affairs itself (Van der Waldt and Helmbold, 1995:88). According to Botes,*et al.* (1996:217), municipalities have the powers to make by-laws. Local municipalities have their roles and functions which differ completely from those of provincial and national spheres. The common denominator across all the three spheres is that of ensuring that services are delivered to the people without any form of discrimination.

Local government is the sphere of government situated on the grassroots mainly entrusted with provision of municipal service delivery. Local government is situated at the make or break point where municipal service delivery protests are prevalent. It therefore should be noted that the welfare of the society is made better or worse at local government sphere (Botes,*et al*, 1996:223).Botes,*et al* (1996:224) further accentuate that the achievement of the goals of the government of the day depends mostly on the capacity Local Government has to carry out its functions. It is on this basis that mechanisms to ensure that municipalities perform their duties have been clearly outlined in the Constitution of the Republic of South Africa (1996).

Gildenhuys (1997:08) indicates that "Local Government must have a purpose in mind and a goal towards which they strive". He argues further that the goal must be clearly defined. He further emphasises that the goal of a municipality is to create circumstances within its municipality and its legal jurisdiction for the attainment of a satisfactory quality service to each of its citizens.

2.3   Constitutional framework of Local Government as a sphere of Government

Section 40(1) of Constitution of the Republic of South Africa, 1996, indicates that "government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated". This section of the Constitution defines the location of Local Government sphere in the broader context in relation to the other spheres of government. It is that sphere of government closest to the person which is expected to deliver services to the citizens. Gildenhuys (1997:07) defines Local Government as decentralised institution with general and specific powers devolved on it in respect of an identified restricted geographical area within a state.

Gildenhuys (1997:07) further indicates that in the context of the above statement Local Government is established for the residents of areas demarcated by law of a competent authority. The Constitution of the Republic of South Africa (1996) gives due regard to the Local Government sphere and thus assigned much more responsibility to it as it is designed to be a local sphere of government operating with communities. It is again the Constitution of the Republic of South Africa that makes it lawful for the establishment of the Local Government sphere.

2.4   Integrated development planning

Integrated development planning (IDP) is an institutionalised mechanism for municipalities to achieve their responsibilities (Parnell, Pieterse, Swilling & Woolridge, 2002: 84).   These authors further indicate that the integrated development planning (IDP) is a mechanism for both coordinating and integrating the numerous bits of municipal business and it is a primary tool to ensure the integration of Local Government activities with other spheres of development planning at province, national and international levels. According to Liebenberg and Steward (1997:125) development should be participatory, empowering and sustainable. They go on to indicate that development intervention should therefore be the scientific knowledge of the external change agents with the unique blends of internal social knowledge, or people's knowledge, in order to deepen people's understanding of their situation.

Swanepoel and De Beer (1996:25) argue about development that is humane. Their argument is based on the fact that there is no concrete development if a community's self-reliance, happiness and human dignity are not fulfilled. Mhone and Edigheji (2003:221) indicate that the IDP process plan requires enough time for the stakeholders to participate. They again mention that critical success of the plan is how the process is structured to allow maximum participation of all role-players, including the marginalised section of the community, such as women, youth, and the disabilities sector.

2.5   Community Participation

According to Cernea (1985:39) community participation is an active process by which beneficiary client groups influence the direction and execution of a development project with a view of enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish. The above definition implies that the context of participation is focused on the participation of beneficiaries, and not the government personnel. The 1994 breakthrough has brought a new system of governance in South Africa, where communities have to contribute towards informing the decisions of government about their needs, priorities and budgeting.

Community or public participation remains one of the cornerstones of the democracy in Local Government. It is on this basis that Greater Tzaneen Local Municipality, has over the years ensured that citizens and stakeholders contribute towards the prioritisation of their needs in terms of projects and budgeting. *Municipal Systems Act (32 of 2000)* deals with legislation on governance in municipalities in terms of service delivery, and hence the need for involvement of communities on issues of governance and service delivery matters.

In terms chapter 5 of the *Local Government: Municipal Systems Act (32 of 2000, Section 29(1)(b)(ii)),* municipalities must allow direct community participation in drafting of the integrated municipal development plans (Greater Tzaneen Local Municipality draft IDP, 2012/2013:5). Municipalities are further expected to draft, approve and review the integrated development plan and budget by 31 March every year. The purpose of this approach is to ensure that community members prioritise on their needs. The existence of ward committees makes it possible for the communities to be directly involved in Local Government plans and goals.

Van der Waldt, *et al* (2007:40) indicate that as the spheres of government closest to the people, municipalities are the focal point of public service delivery. These authors further maintain that the *White Paper on Transforming Public Service Delivery (1997)* (better known as the Batho Pele White Paper) promotes mechanisms to enable state machinery to optimise the provision of services to all citizens.

2.6   Service delivery

The Constitution of 1996 and the *White Paper on Transforming Public Service Delivery of 1997* made an important contribution to a new attitude amongst public servants and citizens regarding service delivery (Du Toit, Knipe, Van Niekerk, Doyle & Van der Waldt, 2002:100). In terms of the *White Paper on Transforming Public Service Delivery (1997),* citizens have a legitimate right to be treated with dignity and courtesy and to receive quality and sustainable services (Du Toit, *et al*, 2002:100).

2.6.1   Efficiency and effectiveness as key to service delivery

The main objective of a customer-focus approach is to improve service delivery and it is characterised by consulting users of services, setting service standards, increasing access, ensuring access, ensuring courtesy, providing more useful information, increasing openness and accountability and building partnerships with all stakeholders in the community (Van Straaten & Sekoto, 1999:104). According to *Section B of the White Paper on Local Government (1998:29)* municipalities are encouraged to move beyond their traditional role of making their presence felt in community by controlling and/or regulating the actions of the community. Municipalities are urged to provide visionary leadership; encourage

community involvement, offer practical support and direct community energies into projects and programmes that benefit the area as a whole. The Public Service Review Report (1999/2000:41) states that effective service delivery should meet the service levels as determined in the policy objectives set, it must lead to effective and efficient services that are affordable, and it must conform to value systems of society as set out in the policies and regulations.

It can be deduced, based on the above that effective service is one that provides for municipal inhabitants real and justified needs; it meets the acceptable minimum set standards and establishes mutual understanding and a spirit of goodwill within the community. The ever changing challenges facing municipalities to improve service delivery requires innovative methods and systems that will address the needs of the community. The process of improving and encouraging sustainable municipal services is not only confined to politicians. Municipalities on their own will struggle to provide effective services. Service delivery can also improved effectively through participation of community members in the affairs of the municipality.

2.6.2 Service delivery and good governance

The effectiveness of government and participation of the inhabitants in it are what constitutes good governance (Pelikan, 2000:15). Since governance is the process of decision making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement decision (United Nations Economic and Social Commission for Asia and the Pacific, 2000:48). According to United Nations Economic and Social Commission for Asia and the Pacific (2000:48), good governance has eight major

characteristics which are the following: It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. United Nations Economic and Social Commission for Asia and the Pacific (2000:48) further states that in good governance corruption is minimised; the views of minorities are taken into account and that the voices of the most vulnerable in the society are heard in decision making and that it is responsive to the present and future needs of the society.

2.6.3   Service delivery as a priority

The *White Paper on Transforming Public Service Delivery (1997:12)* aims to address the need for a specific policy and criteria for transformation of public service delivery. The principles for public service delivery in the *White Paper on Transformation of Public Service Delivery of 1997* include public as the clients and access to services by community members. It is through these aspects that an attempt is made to restore the communities' confidence in the government's image. The past tendencies of negligence and a less than caring attitude, including the need to view and respect community members as they are targets of services are not overlooked but taken into consideration.

The Constitution of the Republic of South Africa, 1996 and *the White Paper on Transforming Public Service Delivery, 1997* make an important contribution towards a new attitude among public servants and citizens regarding service delivery. These pieces of legislation attempt to reposition the recipients of services as the most important people whom the public servants have a duty to satisfy.

Gildenhuys (1997:62) states that various facets of financial management and administration process in the Local Government sphere have become so sophisticated and comprehensive that the help of specialists such as financial accountants, cost accountants, economists and programmers are needed to ensure effective municipal administration and management. Hanekom, Rowland & Bain (1996:112) argue that whenever efficiency and effectiveness in the public sector are closely examined, the question of their measurability immediately arises. These authors further explain that municipalities have a duty to consistently search for ways of providing services effectively, efficiently and economically.

2.7   Functions of Local Municipalities

Section 152 of the Constitution of the Republic of South Africa of 1996 indicates that the objectives of the Local Government are to provide democratic and accountable government for local communities; to ensure provision of services to communities in a sustainable manner; to promote social and economic development, to promote safe and healthy environment; and to encourage the involvement of communities and community organisations in matters of local government. Du Toit, *et al.*(2002:101) argue that "the primary function of a municipality is to serve its community by providing water, electricity and sanitary services". These identified services are often regarded as basic services.

From 1994 when the South African new political dispensation came into being, the government of the day has shown success in its attempt to deliver services by providing more services to more people, thereby ensuring equity in service delivery. In spite of the above, however, there are areas where government lacks capacity to deliver and sustain quality services. Many weaknesses within certain

service delivery institutions, sector departments and across geographical areas have been witnessed.

Gildenhuys and Knipe (2000:61) argue that in order to realise public authorities' goals, objectives and more concrete short term targets, public authorities execute a multitude of diverse functions. For the execution of public authorities' order and protection functions, social welfare functions and economic welfare functions, public authorities render several kinds of public services. These authors further indicate that for organisational purposes, these government functions are grouped into line functions and staff functions. Deduction which can be made from these authors' statements is that municipalities have a variety of ways to ensure quality services to the communities.

2.8   Financial Management Capacity

Financial management deals with such activities as cash management, formulating financial objectives in support of strategic plan and monitoring the flow of cash. The ultimate goal of financial management in government is to ensure the managers safeguard and use available funds and other scarce resources in the best interest of the citizens (Pauw, Woods, Van der Linde, Fourie and Visser, 2002:133).

According to Jackson & Hlahla (1999:07), South African municipalities require R100 billion in investments for infrastructure development. Municipalities lack the institutional and financial capacity to address their needs as indicated and thus have to raise private sector finance to supplement their own resources, and also government grants.

2.9   Government's vision and the new public service

The Constitution of the Republic of South Africa of 1996 contains the following provisions, which also apply to or could affect municipal personnel administration. Basic values and principles governing public administration (195) (1):

Public Administration must be governed by the democratic values and principles enshrined in the constitution, including the following principles:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective use of resources must be promoted and maintained.
- Public administration must be developmental orientated.
- Services must be provided impartially, fairly, equitably and without bias.
- People's needs must be responded to.
- The public must be encouraged to participate in policy making.
- Public administration must be accountable.
- Transparency must be fostered by providing the public with timely.
- Accessible and accurate information.
- Good human resource management and career development practises, to maximise human potential must be cultivated.
- Public Administration must be broadly representative of the South African people, with employment and personnel management practises bases on ability, objectivity, fairness and the need to redress the imbalances of the past.

The above-mentioned principles are applicable to administration in national, provincial and local spheres of government. It is important that civil servants should understand and implement the vision of the present government. The community members should also be made aware of government's vision in order

to achieve good governance. *The White Paper on Transforming Public Service Delivery of 1997* contains the eight principles for good governance and eight principles of 'Batho Pele'. The application and implementation of Batho Pele principles make the difference to the lives of citizens.

The New Public Service article by Denhardt and Denhardt (1995:14) has identified the following roots for the New Public Service:

- **Theories of democratic citizenship**: Citizens are much more actively engaged in governance. Citizen look beyond self interest to the larger public interest, adopting a broader and longer term perspective that requires knowledge of public affairs and also a sense of belonging, a concern for the whole and moral bond with the community whose fate is at stake. Administrators should see citizens as citizens, rather than as voters, clients or customers.

- **Models of community and civil society**: Community is seen as a way of bringing about unity and synthesis. In public administration, the quest for community has been reflected in the view that the role of government, especially Local Government, is to help create and support community. Mediating institutions like associates and government units are available for people to work out their personal interests in the context of community concerns.

- **Organisational humanism and discourse theory**: Governance must be based on sincere and open discourse among all parties, including citizens and administrators.

According to Denhardt and Denhardt (1995), seven principles of the New Public Service were also identified as follows:

- Serve, rather than steer.
- The public interest is the aim, not the by product.
- Think strategically, act democratically.
- Serve citizens, not customers.
- Accountability is not simple.
- Value people not productivity.
- Value citizenship and public service above entrepreneurship.

2.10   Conclusion

Service delivery is the main function of every municipality. This chapter presented subjects related to the research study undertaken. Topics covered in this chapter are on local government, Constitutional framework of Local Government as a sphere of Government, integrated development planning, community participation, service delivery, functions of local municipalities, financial management capacity and Government's vision and the new public service. Chapter 3 focuses on the research design, research methodology, population, sampling method and research subjects, data collection methods, data analysis methods, and the interview process. The unique characteristics and the nature of the qualitative research methods are also discussed in the following chapter.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

In chapter two, literature on Local government, constitutional framework of Local Government as sphere of Government, integrated development plan, community participation, service delivery, functions of local municipalities, financial management and the Government's vision and the new public service was presented. In this chapter the research design and methodology are outlined. An indication of the targeted group and the instruments used to collect the required data is also made. The specific method was used to gather data required as it was informed by the objective of the research.

3.2 Research design

Mouton (1998:107) refers to research design as a series of guidelines and instructions towards addressing a research problem. Leedy (1993:127) indicates that the purpose of research design is to provide the most valid, accurate answers possible to research questions. Since this research is a case study, Creswell (1994:12) defines a case study design as a type of qualitative research design in which the researcher explores a single entity or phenomenon bounded time and activity and collects procedures for sustainable time. McMillan and Schumacher (1993:31) define research design as the plan structure of the investigation used to obtain evidence to answer research questions, and that the design describes the procedures for conducting the study, which include when, from whom, and under what conditions the data will be obtained. McMillan and Schumacher (1993:31) further mention that a design indicates how research is

set up, what happens to the subjects and what methods of collection of data are used.

3.3   Research methodology

The research methodology used in this study was qualitative as Weinreich (2006:2) indicates that advantage of using qualitative methods is that they generate rich and detailed data that leaves the participants' perspectives intact and provides the context for healthy behaviour. Weinreich (2006:2) further states that the qualitative research methods include observations, interviews and focus groups and that these methods help the researcher to understand the meanings people assign to social phenomena and elucidate the mental processes underlying behaviours.

Qualitative research is an enquiry process of understanding based on distinct methodological traditions of enquiry that explore a social or human problem (Creswell, 1997:15). According to Macmillan and Schumacher (1993:372) the qualitative nature of this study is naturalistic enquiry involving the use of non-interfering data collection strategies to discover the service delivery impact in terms of community participation and financial management from the participants' viewpoints.

Creswell (1994:118) indicates that clear identification and formulation of criteria for the selection of the participants are of cardinal importance. It is for this reason that the researcher chose a particular sample of the community members, including professionals, academics, religious leaders and average people affected by service delivery levels in Lenyenye Township. Merriam (1988:16-17) indicates that the aim of qualitative research is to gain insight into the meaning

that people attach to experience in their lives and how they structure their words through interviews according to this meanings.

This is done in accordance with what Miles and Huberman (1994:10) refer to as thick descriptions that are vivid, nested real context, and have the ring of truth with a strong impact on the participant. In this study, data in the form of words rather than numbers or figures were gathered and used to convey what the researcher learned about the delivery of services in Lenyenye Township.

This study is contextual, based on the locality of the Greater Tzaneen Local Municipality as Local Government sphere and the community it serves in Mopani District (Limpopo Province). Qualitative research considers the 'self' as an instrument, engaged in the situation trying to make sense of the situation (Leedy, 1993:141).Descriptive research is a way of examining events and phenomenon in such a way that there is no manipulation and mistreatment of the participants (Merriam, 1988:11). Smith (1993:35) describes a descriptive research strategy as a systematic, actual, description of a situation made in order to gain increased understanding, insight and knowledge.

3.4   Population

De Vos (1998:191) defines population as a set of entities for which all measurements of interest to the researcher are presented. The target population for the study is the entire community of Lenyenye Township under Greater Tzaneen Local Municipality.

3.5   Sampling method and research subjects

Miles and Huberman (1994:27) maintain that qualitative researchers usually work with small samples of people situated in their context and studied in depth. A purposive sampling was used in this study. McMillan and Schumacher (2001:527) define purposive sampling as a method where researcher selects particular elements from target population that will be representative or informative about the topic of interest.

 In executing purposive sampling, the researcher thought critically about the parameters of the population and then accordingly chose a sample. Creswell (1994:118) indicates that clear identification and formulation of criteria for the selection of the participants are of cardinal importance. A sample is a small portion of the total set of objects, events or persons that together comprise the subject of the study (De Vos,*et al.,* 2002:199).

Respondents interviewed in data collection process are South African National Civic Organisation member (SANCO member), Religious leader, Ward councillor, and two Ward committee members, Proportional Representative Councillor, Municipal Manager and the Mayor. This research argued that by holding discussion with these carefully selected individuals who have variety of living experiences in Lenyenye Township enabled the researcher to answer most of service delivery challenges facing residents of Lenyenye Township. All eight interviewees were all given consent letters to sign, and filled in a biographic form.

The following is a table of the interviews participants/respondents:

Respondents	Number	Rationale
SANCO	Chairperson	Service delivery community based structure, which serves as a watch-doc to the provision of services to all the community under Greater Tzaneen Local Municipality
Religious leader	One	They provide a dependable perspective of issues and therefore their view to this subject of investigation is critical
Ward councillor	One	The councillor provide a link between council and all the residents of his ward
Ward committee members	Two	Critical stakeholder which is comprised of community members of Lenyenye Township who are an eye of the community
PR Councillor	One	Work together with the Ward councillor to provide a link between council and all the residents of the ward
Municipal Manager	One	Municipal Manager is the chief accounting officer of the municipality who ensures that service delivery resolutions passed by council are implemented
Mayor of Greater Tzaneen Local Municipality	One	The Mayor is the political leader of communities falling under Greater Tzaneen Local Municipality, who ensures that service delivery resolutions are passed by council
Total	Eight	

3.6   Data collection methods

Bless and Highson-Smith (2000:156) define qualitative research approach as a research conducted using a range of methods which use qualifying words and descriptions to record and investigate aspects of social reality.

3.6.1   Choice of instrument

The study used semi- structured interviews as data collection method. Interview notes were transcribed and read repeatedly to identify emerging patterns. The choice of interviews as instrument of choice proved to be best to the researcher as participants' viewpoints could also be linked to interpretation of their responses.

3.6.2   Interview process

Anderson *et al*. (1994:116) indicate that in order to conduct a fruitful interview, the interviewer should ensure that everything has been put in place to avoid disappointments. This statement encouraged the researcher to conduct the interviews according to the following phases; planning, beginning data collection, basic data collection and closing data collection (McMillan and Schumacher, 2001:404).

3.6.2.1   Planning

McMillan and Schumacher (2001:405) advise that the first thing which the researcher should do when starting with the interview is that he should first analyse the problem statement and research questions. These authors say that, that will help the researcher to recall the crux of the research project, for the purpose of formulating only those questions relevant to his study and the

approaches in question. The interviewer and the interviewee should reach an agreement on the objectives of the research and the way they should be achieved. This agreement is according to De Vos (2001:204) called a contractual relationship. The researcher believes the purpose of the establishment of a contractual relationship is to conduct fruitful interviews.

3.6.2.2   Beginning of data collection

According to McMillan and Schumacher (2001:406), this is the stage where the researcher establishes rapport, trust and reciprocal relations with the interviewees. On the other hand Anderson *et al.* (1994:117) indicate that it is best to have had face to face contact before the interview as this makes both parties more comfortable. The researcher had few people to interview, hence he was eager to see how successful he would be in next level.

3.6.2.3   Basic data collection process

According to McMillan and Schumacher (2001:406) it is during this phase when the enquirer begins to hear, see and read what is going on rather than just listening, looking around or scanning documents. This phase is of paramount importance in the whole research project. Without this interviewing session, this study would not be a success. Researchers are warned to make sure that the room in which interview is conducted should be as quite as possible (Anderson, *et al.*, 1994:117).

3.6.2.4   Closing data collection

This is the phase where data collection draws to a close. The researcher should close the interview and the participant should be asked if he would to add something to what he has already said.

3.7   Data analysis methods

The researcher used an adapted version of Creswell's (1998) data analysis spiral, where raw data was organised, perused, classified and synthesised for the final report. Similar answers to each question were categorised into relevant themes. Furthermore the draft analysis of findings which was done during the interviews assisted the researcher in identifying the most important topics/themes related to the objectives of the research.

The procedure followed in analysing the responses was that:
- The researcher read the questions and responses repeatedly to get a state of how the interviewees responded to the questions.
- Read the answer to get participant's meaning.
- Allocated each response into a particular theme.
- All themes that were related were synergised.
- Interrelations between different themes were established.
- Then all themes that have emerged were discussed.

Analysis of responses to each question has been cross-checked, and then the themes that were found to be the same were not changed.

3.8   Difficulties encountered during data collection

The participants in the data collection process were cooperative and were willing to respond to the questions raised in the interviews. Some of the participants' responses were vague due to closely linked nature of the first two questions posed for the participants to answer. The period of data collection was when there were many municipal workers strikes and mines strikes (protest actions). Hence it was difficult to access the Mayor of Greater Tzaneen Local Municipality.

Most of the times she was engaged in meetings and seminars related to her work, although a series of appointments were secured by researcher to meet with Mayor upfront. At one stage the researcher nearly became the casualty for the workers strike at the municipality.

3.9   Conclusion

In this section research design was described. Research methodology and sampling method, including the research subjects were presented. Data collection presentation was also made in this chapter. In the following chapter, the researcher presented data analysis from the collected data.

CHAPTER 4

PRESENTATION, DATA ANALYSIS AND INTERPRETATION OF DATA

4.1   Introduction

Chapter three dealt with research design and methodology**.** Analysis of data is of greater importance in every research work because it enables the researcher to come up with possible effective solutions to the problem envisaged. The significance of this chapter is to analyse and interpret data collected from participants. Interviews were used to collect from the participants.

4.2   Background of Greater Tzaneen Local Municipality

Following the new dispensation and demarcation boundaries the Town Council of Tzaneen became amalgamated with other towns, such as Nkowankowa, Lenyenye, Letsitele and Haenertsburg. After the amalgamation, it was named Greater Tzaneen Municipality under the Mopani District. The municipality comprises approximately 3240 square kilometres and extends from Haenertsburg in the West, to Rubbervale in the East and Modjadjiskloof (then Duiwelskloof) in the South of Tzaneen while Trichardsdal is in the north. It encompasses the proclaimed towns of Tzaneen, Nkowankowa, Lenyenye, Letsitele and Haenertsburg. In addition there are 125 rural villages, concentrated mainly in the south-east, and north-west of the steady area. The area is characterised by intensive farming activities such as commercial timber, cash crops, and tropical citrus fruit production, mountainous inaccessible terrain in the west and south and even topography of gentle slopes to the north and east. It has areas with exceptional natural beauty, with considerable untapped tourism potential.

Greater Tzaneen Local Municipality is both rural and urban, however majority of people live in the rural villages, a large percentage of them are unemployed. Most people who live in abject poverty are youth. According to Statistics South Africa Census (2011) females outnumbered males considerably and the majority of those employed are low-paid and unskilled workers. The municipal council is comprised of 33 wards and 33 Proportionately Representative Councillors (PR councillors). There are a number of full-time councillors at Greater Tzaneen Local Municipality occupying positions such as that of the Mayor, Speaker, Chief whip, Head of financial portfolio committee, Head of governance and administration portfolio committee, Head of electrical engineering portfolio committee, Head infrastructure development portfolio committee and Head of municipal committee on public accounts.

4.3   Presentation of data

For this study, the researcher had sampled professionals and community leaders in the community under Greater Tzaneen Local Municipality. The analysis of data was done with interview data from eight participants listed on the table in chapter three. The participants were SANCO member, religious leader, ward councillor, ward committee members, PR councillor, Municipal Manager and Mayor.

4.3.1. The participants were asked to tell about community participation in the affairs of Greater Tzaneen Local Municipality

4.3.1.1. SANCO member stated that community participation is important in government affairs because it improves the level of service delivery in communities.

4.3.1.2. Religious leader believes the inclusion of community members in municipal affairs makes Local Government to easily achieve its objectives and those of the citizens.

4.3.1.3. Ward councillor said the Local Government is not a government without involvement of the community members in its affairs.

4.3.1.4 Ward committee members said that ward committee meetings and Local Government meetings would be meaningless if there was no need to involve members of the community, although citizens still need to be made aware of the importance of their participation in municipal affairs by means of workshops.

4.3.1.5. PR councillor said that community members form part of government. Hence their participation in municipal affairs is vital for the municipality to interact with community it serves.

4.3.1.6. Municipal Manager said that Greater Tzaneen Local Municipality has an official who deals with community participation in the affairs of the municipality. The municipality support the involvement of the community members in its affairs because citizens' needs would be responded to, speedily if municipal officials continually meet with them by means meetings.

4.3.1.7. Mayor's response on this question was not obtained, but the official in his office indicated that community participation in municipal affairs helps the municipality officials to know what the community members expect from them in terms of service delivery.

The general response from all the respondents were that community participation is important for the Greater Tzaneen Local Municipality to function well because the core business of municipalities is to deliver services to communities. This

function is in accord with the legislation governing municipalities, in particular the *Municipal Systems Act (Act 32 of 2000).* According to *Section 42* of the *Municipality Systems Act (Act 32 of 2000)* communities must be involved "in the development, implementation and review of the Municipality's performance management system, and in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets for the Municipality.

4.3.2. The participants were asked what their opinions were in the level of community participation in the municipal affairs such as IDP representative forums Izimbizo and other strategic forums of the Greater Tzaneen Local Municipality

4.3.2.1. SANCO member said that Lenyenye Township residents have interest in municipal affairs. SANCO member also indicated that if all residents receive invitations from the Municipality, they respond in large numbers. He further indicated that the community shows high interest to participate in the issues of governance in the Municipality and that there are instances where community participation is not meaningful as few respond to the invitations.

SANCO member also indicated that Lenyenye Township residents were interested in meetings where people are discussing water supply problems, exorbitant billed amounts on their municipal statement of accounts and concerns over already filled graveyard. What SANCO member found very disturbing was that when service delivery meetings were held, Lenyenye Township residents verbally abuse the municipal officials instead of making use of the opportunity to bring change in the slow pace in which the municipality deliver services.

SANCO member said that the Lenyenye Township residents do not have patience; they expect change to come overnight. SANCO member was, however,

pleased that Lenyenye Township residents attend public participation Izimbizo. However, they expressed anger instead of debating their problems constructively.

4.3.2.2. Religious leader on the other hand feels that the Municipality is not doing enough to promote culture of participation. He feels that churches are not counted and considered for participating in municipal activities, hence the Municipality does not invite them.

4.3.2.3. Ward councillor stated that Lenyenye community participation was quite satisfactory. The ward councillor further indicated that community participation improves relations and municipal governance. The ward councillor also indicated that participation ensures ownership of decisions which affect people's lives.

4.3.2.4. Ward committee members mentioned that there is large turnout of attendances of community members in municipal meetings. There were concerns that citizens attendances do not amount to participation in sharing their views with municipal officials to addressing real issues affecting service delivery.

4.3.2.5. PR Councillor said that he views community participation by Lenyenye Township residents in municipal affairs as successful because the community members attend in large numbers. He mentioned that he does not know if the community member's attendances are meaningful to bring about change.

4.3.2.6. Municipal Manager emphasised that the Lenyenye Township residents of Greater Tzaneen Local Municipality are invited to take part in the Municipal activities; however their participation is not satisfactory. The Municipal Manager stressed that it was important that communities take municipal affairs very seriously as they get an opportunity to register their concern or to let their voices

heard. Municipal Manager further stated that the municipality was at ways in which participation of communities could be improved. However, caution was made that for as long as communities are not committed by availing themselves in the activities of the municipality, they remain in the dark about what the municipality was able to do and the kinds of challenges confronting the delivery of certain projects of municipality.

The general response from all the participants on the level of community participation in municipal affairs was that community members attend community meetings in large numbers. From the responses it was very clear that majority of Lenyenye residents do not participate in meetings, forums and Izimbizo to find solutions of existing challenges.

4.3.3. The participants were asked if there was a meaningful communication between the ward councillor and the residents of Lenyenye Township

4.3.3.1. SANCO member believed that meaning communication is not only necessary, but a key to success in the advancement of municipal service delivery. SANCO member stance was that communication is there but not satisfactory. However, Lenyenye Township residents are invited to council meetings through notices and local newspapers. SANCO member believed that the Municipality should develop strategies which ensure that councillors meetings are monitored and evaluated in order to improve councillor's responsibility for reporting to their constituency.

4.3.3.2. Religious leader stated that communication is stifled by a lack of respect from the ward councillor, whom he blamed for shouting the elders resulting to poor attendances of meetings. Religious leader also stated that the ward councillor is using English language without explaining to the elders whom most

of them are wishing to be communicated with in their home language. Religious leader also mentioned that he was not sure if those meeting were bearing any fruit as communication in such meetings was not meaningful.

4.3.3.3. Ward councillor stated "If it was not for meaningful communication between him and the community members, service delivery protests by Petanenge residents in July and August 2012, 5km away from Lenyenye Township, would have resulted in Lenyenye Township residents also joining pledging solidarity. He further stressed that that stakeholder meetings are held on monthly basis to keep Lenyenye Township residents informed.

4.3.3.4. Ward committee members' information about communication between ward councillor and the residents corroborated in the sense that they disclosed that it was meaningful. They further added that Greater Tzaneen Local Municipality holds meetings with the community members every three months. They also indicated that yearly meetings held with community members are meant to present annual report to the community. They further added that in these meetings Auditor General's report and the following year's budget are presented to the community.

4.3.3.5. PR Councillor said that he does not know if there is meaningful interaction between councillor and community members. He said that he never gave himself opportunity to ascertain if meaningful communication exists between them.

4.3.3.6. Municipal Manager emphasised that there is meaningful communication that exists between councillor and residents of Lenyenye Township. The office of the Municipal Manager bears testimony regarding the schedules for the meetings that were arranged before time in different wards through municipal councillors.

Municipal Manager further stated that senior municipal official is sent to ward council meetings to clarify issues of common interest. According to the Municipal Manager, handouts and pamphlets are distributed to broaden the scope of understanding by the community. What is also contained in those handouts are contact numbers for all departments and relevant officials whom community members might speak to when there are challenges.

The general response from all the participants was that meaningful communication between the ward councillor and residents of Lenyenye Township is average communication. From the participants' responses, the researcher is of the view that community members need more information on the importance of their communication with the ward councillor.

4.3.4. The participants were asked if ward councillor reports back to members of the community on service delivery

4.3.4.1. SANCO member said that the ward councillor reports back to community members. Lenyenye Township community members are invited to council meetings through the notices and local news papers. The objectives of those invitations are, among others, to report back to community members.

4.3.4.2. Religious leader said that conduct of the ward councillor makes it difficult for him to ascertain if he reports back to community members. The fact that communication between the religious leader and the ward councillor is stifled, religious leader believes that community members do not interact with the ward councillor.

4.3.4.3. Ward councillor mentioned that he reports back to the community members. He said that meetings held with Lenyenye Township community members every three months and once per year are meant to report back to the community members.

4.3.4. 4. Ward committee members said the meetings are held by ward councillor and the community members. Although the ward councillor reports back to the community members, they seem not to be interested in reports. All what community members want to do is to complain about water cuts, exorbitant billed amounts on their statements of municipal accounts. They never participate in finding common grounds on issues discussed.

4.3.4.5. PR Councillor said that he does not have information about whether the ward councillor reports back to the community members. He said that knowledge about report backs to community members by ward councillor is out of the scope of his responsibilities.

4.3.4.6. Municipal Manager said that ward councillor reports back to the community members. He said whenever a meeting is held between a ward councillor and the community members, a municipal official is sent to that meeting. The purpose of sending a municipal official is to ensure issues of service delivery are communicated to the community members.

The general observation regarding this aspect of the question was that although the ward councillor intentions are to report back to the community members, most of the Lenyenye Township residents do not get report backs. Based on the above, there is still need for improvement of ways on which ward councillor should report back to community members.

4.3.5. The participants were asked how the financial audit of the Municipality has been for the past three years

4.3.5.1. SANCO member said that for the past three years financial audit of the Greater Tzaneen Local Municipality had shown that finances are poorly managed.

4.3.5.2. Religious leader stated that he does not know about financial affairs of the municipality. He then hinted that the municipality will always have financial problems because the municipality employs youth to financial management positions. Hence, these youth tend to wish to get rich quick by stealing local government monies.

4.3.5.3. Ward Councillor also said he does not know about the contents of the financial audit for the municipality for past three years as he had only been serving in his portfolio as ward councillor for five months. He then disclosed that it was only rumoured that municipal finances were misappropriated according to the current Auditor-General's report.

4.3.5.4. Ward committee members' view on past three years financial Audit report was based on speculation. This meant they were not sure of the contents of the report. They mentioned that it seems something is not correctly financially executed at municipality as read on newspapers.

4.3.5.5. PR Councillor said the finances of Greater Tzaneen Local Municipality are poorly managed and the municipality is gradually becoming poor because everybody at the municipality strives to "fill up his pocket" instead of providing quality services to the residents of Greater Tzaneen Local Municipality.

4.3.5.6. Municipal Manager mentioned that financial audit report of the municipality for the past three years shows a decline in Greater Tzaneen Local Municipality.

4.3.5.7. Mayor's office referred the researcher to the Municipal Manager to obtain response to the question how the financial audit report has been of the municipality for the past three years.

In providing synthesis of the above discussions, Greater Tzaneen Local Municipality's finances are of poorly managed standard. Furthermore the discussions imply that Greater Tzaneen Local Municipality is gradually becoming bankrupt.

4.3.6. The participants were asked what the Auditor general's opinion has expressed over the past three years on the municipal financial statements

4.3.6.1. SANCO member said that Auditor-General's report is indicative of the poor management capacity of the Municipality.

4.3.6.2. Religious leader said that poorly managed financial resources of the municipality contributed to Auditor-General noticing that municipal officials are working at the municipality to serve themselves, and not necessarily the public.

4.3.6.3. Ward Councillor said although he was not sure what the cause of the problem could have been, the Auditor-General uncovered financial irregularities on the part of Greater Tzaneen Local Municipality's financial management.

4.3.6.4. Ward committee members said that the fact that Auditor-General found a mismatch of figures in terms of the income and expenditure of the Municipality, it remained to be seen what the root cause could have been.

4.3.6.5. PR Councillor said that the Auditor-General has shown that municipality wasted money on unaccounted for assets. And that suggested that financial policies may have been violated by all stakeholders at the Municipality.

4.3.6.6. Municipal Manager said that Auditor-General could understand the mismatch of financial figures in most instances. The nature of the municipality accounting records did not facilitate an easy indication and location of assets recorded in the financial statements. Some of the assets were not included in the accounting records.

4.3.6.7. Mayor's office stated that there are financial challenges municipality is faced with. Those challenges and other related matters are currently dealt with. Synthesis of the above discussions indicates that Greater Tzaneen Local Municipality had poor financial management capacity in the past three years.

4.3.7. The participants were asked what in their view would be contributing to unfavourable opinions from the Auditor-General

4.3.7.1. SANCO member held the view that financial mismanagement could be the cause of unfavourable opinions from the Auditor-General.

4.3.7.2. Religious leader stated that the unfavourable opinions from the Auditor-General were as a result of fraudulent activities by municipal officials because municipality should account for its incomes and expenditures.

4.3.7.3. Ward Councillor disclosed that Auditor-General's report was a reflection that money of Greater Tzaneen Local Municipality was stolen directly or indirectly.

4.3.7.4. Ward committee members said due to financial managers' lack of knowledge on how to management finances unfavourable opinions of the Auditor-General emerged. Ward committee held the view that lack of appropriately qualified financial managers resulted in qualified audit report of the Auditor-General.

4.3.7.5. PR Councillor said that the current ruling political party is the cause of the existing financial problems of the municipalities because they use 'comradeship' and not expertise when they employ workers at strategic positions. Hence the latest Auditor-General's report was a wake-up call for the government.

4.3.7.6. Municipal Manager said that the accounting officer did not implement proper record keeping in a timely manner to ensure that complete, relevant and accurate information is accessible and available to support the financial and performance reporting. The accounting officer did not implement controls over daily and monthly processing and reconciling of transactions. The accounting officer did not prepare regular, accurate and complete financial and performance reports that are supported and evidenced by reliable information.

The accounting officer did review and monitor compliance with applicable laws and regulations, the accounting officer did not design and implement formal control over Information Technology (IT) systems to ensure the reliability of the systems and the availability, accuracy and protection of information. Qualified general opinion of the Auditor-General opinion was that Greater Tzaneen Local Municipality was found to have incurred irregular, fruitless and wasteful expenditure during the then ended 30 June 2011.

4.3.7.7. Mayor's office stated that a variety of factors are contributory factors to the current state of financial affairs of Greater Tzaneen Local Municipality; and the municipality was currently working on those factors.

The general observation from the above discussions from the participants' point of view was that poor financial position of Greater Tzaneen Local Municipality was caused by fraud, financial mismanagement, lack of financial management skills by municipal officials and political patronage on employment of municipal workers.

4.3.8. The participants were asked whether the Municipality has financial managers with relevant qualifications and expertise

4.3.8.1. SANCO member stated that based on the fact that financial managers are continually replaced every year due to allegations of financial irregularities, it means that the municipality does not have financial managers with relevant qualifications and expertise.

4.3.8.2. Religious leader had perception that Greater Tzaneen Local Municipality does not have financial managers with relevant qualifications and expertise.

4.3.8.3. Ward councillor held the view that Greater Tzaneen Local Municipality appoints financial managers with irrelevant qualifications to manage finances of the municipality.

4.3.8.4. Ward committee members agreed with ward committee member that financial managers of Greater Tzaneen Local Municipality do not have qualifications and expertise because the current financial audit report shows misappropriation of funds by the municipality as though there were no financial managers.

4.3.8.5. PR Councillor did not respond to the question of qualifications and expertise of the financial managers of Greater Tzaneen Local Municipality. According to him, only the human resource department of the municipality can provide such information.

4.3.8..6. Municipal Manager indicated that Greater Tzaneen Local Municipality is currently having financial manager with relevant qualifications and expertise. He further disclosed that the employees of the municipality are screened in terms of skills, expertise and qualifications before their employment could be ratified.

The general observation from the above discussions by the participants was that Greater Tzaneen Local Municipality does not have financial managers with relevant qualifications and expertise. The researcher's consultation with Human Resource manager and the interview held with him further confirmed the above-mentioned statement. This opinion was defended by the Municipal Manager who indicated that Greater Tzaneen Local Municipality is currently having a financial manager with relevant qualifications and expertise.

4.4   Analysis of data

Qualitative research differs with quantitative research in terms of their characteristics. This study is qualitative in design and approach. Hence, in data analysis, then the researcher took into consideration the characteristics of qualitative research. Du Toit,*et al.* (2001:425) mention that qualitative research characteristics differ with quantitative research characteristics in that qualitative research is usually social science application, its focus is complex and broad, it is holistic in nature(focus on broader, contextual issues), it is subjective(meaning that is based on human observation and interpretation), its basis is of knowing(meaning and discovery), its develops new theory and the basic elements of the analysis are words and interpretation of analysis.

Based on the above, data analysis is made by interpreting the data collected from the respondents. The researcher employed an adapted version of Creswell's (1998) data analysis spiral, where raw data was organised, perused, classified and synthesised for the final report. Similar answers to each question were categorised into relevant themes

4.5   Interpretation of data

The study undertook to understand service delivery challenges of the Greater Tzaneen Local Municipality. The data collected was meant to reflect on strategic importance of Greater Tzaneen Local Municipality in service delivery, and more specifically, the study also dealt with challenges of poorly managed financial resources of the municipality and the importance of community participation in the affairs of the municipality.

4.5.1   Community participation

Community participation in municipal activities is the only way that can ensure that democracy is experienced. The level of participation of Lenyenye Township residents is not good enough. The demand for service delivery and the participation in municipal services should be perceived as important factors which create a balance required to straighten the principles which form the building block of Local Government as enshrined in White Paper on Local Government (1998).

Lack of involvement of religious leaders of Lenyenye Township in Greater Tzaneen Local Municipality affairs is a serious course for concern which should be addressed as a matter of urgency. This is because religious leaders have a critical spiritual role to play which go a long way into influencing wellness of the employees in the municipality.

The problem of councillors not reporting back to their constituency or holding branch meetings is a recipe for disaster that cripples all attempts for service delivery by Greater Tzaneen Local Municipality. Equally important is the issue of councillors using unacceptable or disrespectable language to the community members. This is an issue of lack of discipline which require the institution to look into it and make it one of the conduct requirements for each potential candidate who intends to stand representing the municipality.

Greater Tzaneen Local Municipality needs a good itinerary for ward committee meetings and in addition to that the municipality should ensure that in every ward meeting, a senior municipal official is invited to make inputs as it reinforces the high commitment standards the municipality aspires to uphold.

The fact that SANCO feels the community attends meetings selectively, that is, depending on the items on the agenda, makes the whole thing worrisome and

perhaps this should be seen as the approach which has a great tendency to undermine both participation and communication.

The researcher found that six out of the interviewed participants, which counts 75%, feel that community members do not actually participate in municipal affairs. Hence the municipality does not fully interact with the community for effective service delivery.

4.5.2 Financial management

It is clear that Greater Tzaneen Local Municipality is struggling to recruit well qualified people for the job. In addition their placement policy created tension between the employees and the municipality. This is one of the issues which are adding up to service delivery challenges. Furthermore, the issue of workers deployment which is, of course, not monitored, worsen service delivery problems. The indication by the Municipal Manager that the municipality is struggling to manage its finances due to unaccounted sums of financial resources associated with maladministration; on its own, reveals a deep-seated problem Greater Tzaneen Local Municipality is facing. The statement expressed by the Auditor-General is as well an indication of lack of proper financial skills and the corresponding mismanagement that is getting rooted in the municipality.

Almost all participants, which counts 100% of the interview participants, are dissatisfied with financial management of the Greater Tzaneen Local Municipality. The participants' responses from the interviews are indicative of the need for improvement of financial management at the municipal level.

4.6   Conclusion

Presentation of data was dealt with in this chapter. It was then followed by analysis of data. Then the interpretation of data was discussed. The interpretation of data included synthesis of the general observations regarding different aspects. In the following chapter the study will provide overall findings, recommendations and conclusion based on the study.

CHAPTER 5

RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

Chapter four dealt with presentation of data, data analysis and interpretation of data. The aim of the study was to reflect on the strategic importance of the municipality in service delivery, and to examine the problems and challenges Lenyenye Township faces in terms of delivery of services by the Greater Tzaneen Local Municipality and to recommend guidelines in addressing such challenges.

5.2 Concluding remarks

The study focused on attempts to understand levels of community participation by Lenyenye Township residents in municipal affairs and financial management challenges facing Greater Tzaneen Local Municipality. Service delivery is guaranteed by the *Constitution of the Republic of South Africa of 1996* and therefore it is a constitutional right of the members of the Lenyenye Township.

The study focused on the management of services provided by the municipality. The research aligned itself with importance of community participation and municipal financial management for the achievement of basic services provision. Township serviced by Greater Tzaneen Local Municipality with eight participants. The participants in this study are a representative of the views of only specific group of people in the community. The views may not represent the entire community.

The study went further by exploring the strategic importance of Greater Tzaneen Local Municipality in service delivery with focus on Lenyenye Township. It went further to explore in depth the problems and challenges facing the community. At the end possible mechanisms are suggested for addressing service delivery problems experienced by Lenyenye community.

Chapter 1

This chapter presented the statement of the problem in relation to service delivery in the community of Lenyenye Township. Such problems include poorly managed finances of the municipality due to lack of financials skills expertise and importance of community participation in the affairs of the municipality.

Chapter 2

The chapter presented literature review on service delivery. Local Government and its Constitutional framework, including integrated development planning (IDP) and financial management capacity of the Local Governments were amongst other topics dealt with in this chapter.

White Paper on Transforming Public Service Delivery (1997), Municipal Structures Act (Act 117 of 1998) and *Municipal Systems Act (2000)* were also revisited in the chapter for the researcher and the reader to be kept abreast of the changes that may occur in policies governing service delivery matters.

Chapter 3

This chapter focused on research design and methodology used in the research. The selection of participants was based on diversity of community representation. Interviews were held and the participants were asked same questions.

Chapter 4

This chapter dealt with presentation of data collected from the interviews. Then data analysis was presented. Thereafter the interpretation of data was discussed before conclusion was written.

Based on the issues raised concerning importance the community participation and financial management challenges faced by Greater Tzaneen Local Municipality, the following recommendations are made:

i) Community members should be encouraged to convene meetings in which they could discuss their grievances and aspirations and as well as their expectations from the Local Government. Their mandates would then be handed to the councillors so that the needs of the citizens are responded to.

ii) Municipalities should appoint most relevant employees at key positions; for example, chief financial officers (CFOs). These positions require someone with minimum qualifications in finance, preferably Bachelor of Commerce degree. Experience and skills expertise in dealing with money matters are also called for from this kind of employee. Municipalities should refrain from placing managers at key portfolio's based on political patronage and loyalty to the government of the day. These kinds of employees should continue to be employed on contracts based on their performance levels

5.3   Recommendations for further research

The following research topics are recommended for further research on service delivery:

- **Regulation and control of electricity distribution system in the community.** This topic for further research was selected in order to ensure that Lenyenye Township residents are billed for the exact services that are rendered to them by the municipality. The residents of Lenyenye Township under the Greater Tzaneen Local Municipality are currently billed by the estimation of figures.

- **Human resource challenges facing the Greater Tzaneen Local Municipality on service delivery.** Research on human resource challenges will focus mainly on employment of skilled staff and personnel with relevant qualities and expertise; and to also fight corruption, maladministration, nepotism and fraud as they are rife at Local Government sphere.

5.4   Conclusion

The study was conducted at a township serviced by Greater Tzaneen Local Municipality with participants as community members. A Municipal Manager was one of these participants. All participants in this study are from Lenyenye Township located in Greater Tzaneen Local Municipality, Limpopo Province. The participants in this study are representative of the views of only some specific groups of people in the community. The views may not represent the entire community. The study was based on some of the factors which need not be overlooked for successful service delivery by all spheres of government. Community participation in municipal affairs and the involvement of community members in decision making processes make it easy for citizens' needs to be responded to by local governments. Municipalities are also functioning well when financial management skills are also taken into consideration.

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APPENDIX A

1. Letter to Greater Tzaneen Municipality to request information.

2. Response from Greater Tzaneen Municipality.

P.O Box 496
Lenyenye
28 September 2009

The Municipal Manager
Greater Tzaneen Municipality
Box 24
TZANEEN
0857

Sir

Re: Request for information related to my research studies as well as access to officials in
order to conduct interviews.

I am Masters programme student at University of Limpopo in Public Administration. I am
expected to do research dissertation as part of the fulfilment of the requirements for the
qualification.

I have developed a topic on the impact of service delivery by Greater Tzaneen Municipality as
the third Government sphere since 1994 to 2008.

For me to be successful in my research I request your office to assist me with the following:

i.   the literature on the history of Greater Tzaneen Municipality with much focus on the
       period from 1994, even though a background for the period from inception to 1994 is
       also required.

ii.   The documents dealing within provisioning of services to communities.

iii.   Access to the staff personnel who may be relevant in either providing information or
       documents.

v.   Access to interview the municipal manager.

May I also duly inform your office that I will be conducting interviews with members of the
communities served by Greater Tzaneen Municipality in various sectors and categories like the
youth , women, people with disabilities and some political parties.

Thanking you in anticipation.

Kind regards

MATLHOMOLENG HENDRICK RAOPHALA

GREATER TZANEEN MUNICIPALITY
GROTER TZANEEN MUNISIPALITEIT

P.O. BOX 24   TEL: 015 307 8000
TZANEEN   0850   FAX: 015 307 8049

FROM NATURE

Tropical Paradise
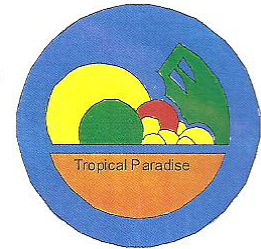
Ref: N Phatudi
015 307 8034

14 October 2009

Box 496
Lenyenye
0857

Sir
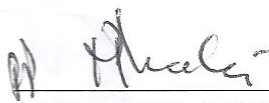
RE: REQUEST FOR INFORMATION RELATED TO YOUR RESEARCH STUDIES AS WELL AS ACCESS TO OFFICIAL IN GREATER TZANEEN MUNICIPALITY.

We acknowledge receipt of your letter dated 28 September 2009 the contents to which we refer:

You are welcome to our institution to arrange and agree on how the process will be conducted.

Kind regard

MUNICIPAL MANAGER
MABAKANE MANGENA

APPENDIX B

1. Letter of consent

2. Biographic questionnaire for the participants

3. Interview questionnaire for the participants

LETTER OF CONSENT

<div align="right">
P O Box 496

Lenyenye

0857
</div>

Dear Participant

Requesting your participation in the research project

I, Raophala M.H., hereby request your participation in the research study that concerns Municipal service delivery in the community Lenyenye Township by Greater Tzaneen Municipality.

I am final year student at University of Limpopo studying the degree: Master of Public Administration. In the course of project I will request you to assist me in providing information through interviews. During these interviews your rights will be respected. Confidentiality, privacy and anonymity will be maintained. The source of information will not be disclosed to any one without your permission. Your right to withdraw from interview at any stage will be respected.

I……………………………………………….. declare that I am a participant in this research project.

Signature:……………………………… Date:…………………………………………

………………………………………………………………………………

RAOPHALA MATLHOMOLENG HENDRICK (Mr.)

MUNICIPAL SERVICE DELIVERY IN GREATER TZANEEN LOCAL MUNICIPALITY: A CASE OF LENYENYE TOWNSHIP

BIOGRAPHIC INFORMATION

Participant's biographic questionnaire

Particulars of the participants

Full names…………………………………………………………………………

Participant's address……..…………………………………………………

…………………………………………………………………………

…………………………………………………………………………

…………………………………………………………………………

Gender:…………………………………………………………………..

Age: 20 – 30 / 30 – 40 / 40 -50 / 50 – 60 /60 – 75.

Highest school grade passed:…………………………………………….

Highest qualifications:…………….……………………………………….

Number of years staying in the community:…………………………………

INTERVIEW QUESTIONS DISTRIBUTED TO RESPONDENTS IN GREATER TZANEEN LOCAL MUNICIPALITY

INSTRUCTIONS:

- DO NOT PROVIDE YOUR NAME.
- BE HONEST WHEN RESPONDING TO QUESTIONS.
- YOU HAVE THE RIGHT TO WITHDRAW FROM INTERVIEW ANY TIME YOU WISH TO DO SO.

AIM:

The aim of this interview questions is to collect data with regard to service delivery by Greater Tzaneen Local Municipality to Lenyenye residents. Presently, the researcher is studying Master of Public Administration degree with University of Limpopo. The researcher hopes to discover underlying causes of poor service delivery to citizens and to also make community aware of the importance of citizen participation in municipal affairs.

CONFIDENTIALITY:

The researcher promises not to divulge information about the participant's name to any one without his/her consent.

INTERVIEW QUESTIONS:

1. Tell us about community participation in the affairs of Greater Tzaneen Local Municipality:

……

……

………………………………………………………………………………..

2. What is your opinion in the level of community participation in the municipal affairs such as Integrated Development Plan representative forums, Izimbizo and other strategic forums of the Greater Tzaneen Local Municipality?

……

……

………

3. Is there a meaningful communication between the ward councilor and the residents of Lenyenye Township?

……

……

……………………………………………………………………………………

4. Do ward councillors report back to members of the community on service delivery?

……

……

………………………………………………………………………………..

5. How has been the financial audit of the Municipality for the past three years?

………

………

………………………………………………………………………………………

6. What has the Auditor-General's opinion expressed over the past three years on the municipal financial statements?

………

………

………………………………………………………………………………………

7. What in your view would be contributing to unfavourable opinions from Auditor-General?

………

………

………………………………………………………………………………………

8. Does the Municipality have financial managers with relevant qualifications and expertise?

………

………

………………………………………………………………………………………

THANK YOU

APPENDIX C

NEWSPAPER CUTTINGS

Vandalism during the GTM strike
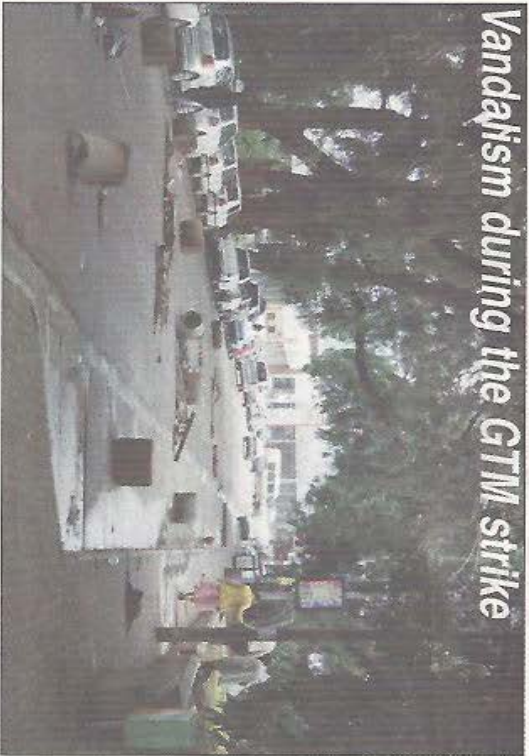
STRIKING municipal workers barricaded Agatha street in front of the municipal offices, leaving motorists frustrated.

TYRES and and tree stumps from the municipal gardens were burned in front of the municipality from November 8 to 12 by striking municipal workers.

THE municipal strike intensified on Monday with workers blocking off Agatha street and burning tyres in front of the municipality.

THE Greater Tzaneen municipality's offices was covered in water and powder residue from fire-hoses and fire-extinguishers respectively that was used to chase non-striking employees out of the building.

Topless for water

Half naked women of Petanenge protesting for water last Wednesday at the Greater Tzaneen Municipality offices.

Women of Petanenge resorted to a naked march last Wednesday after a month of protest over water shortage.

The women protested at the Greater Tzaneen Municipality (GTM) offices where they stripped down pleading for water.

It's been a month since the community of Petanenge took to the streets demanding water from the GTM and Mopani District Municipality.

One of the women, Assistant Shai said they have been pleading with the municipality for about a month now and they still have no water.

"We are here today naked and we want water. We have had enough of their empty promises," said Shai.

The women said for them to get clean water, they would have to pay a bakkie for R100 to R150 to get 20 litres of water.

They said they would not leave until Councillor Norman Machete (member of Mayoral Committee from MDM) comes out and answer to them.

They alleged that Machete had promised them a contractor who would have arrived two weeks ago.

The police monitored the march and urged the women to clothe themselves or risk being arrested for public indecency and intimidation.

Tzaneen Police Station Commander, Brigadier Diana Mashele, pleaded with the women to put their clothes back on and a selected few people to speak to the GTM and that those remaining return to Petanenge.

The women and the municipality later met at Nkowankowa community hall where the municipality promised to send a contractor by last Friday or Monday at the latest.

Mopani District Municipality spokesperson, Neil Shikwambana, said that three boreholes were erected at Petanenge but the illegal connections and theft of water pipe had led to the lack of water in Petanenge.

Shikwambana said a contractor was taken to the site on Monday and work was expected to started on Tuesday.

Residents march over services

By: Bertus de Bruyn

THE taps are dry and the tension is high.

The residents of the Pentanenge village went on a service delivery march to the Greater Tzaneen Municipality to hand over a memorandum on Friday.

According to the residents their village is in a crisis and it must be resolved with immediate effect.

The march also stopped in front of the Letaba Herald's offices, where they handed over a copy of there memorandum.

"We are going to burn our councillor's house tonight," one of the angry crowd members shouted.

Among the grievances raised is running water, a tar road, a Clinic and the removal of the ward councillor.

According to the protesters they experience difficulties on a daily basis due to the lack of running water.

"We are exhausted of traveling to other places to get water and we do not have sufficient means in terms of monetary value to hire cars to get us water and to purchase

water from those few individuals who have boreholes," according to their memorandum.

They also request a detailed explanation with regard to the Petanenge main road.

According to them the construction company disappeared after they started to tar the road.

They also demand the construction of a clinic in the village.

The residents of the village also demands the removal of the ward councillor.

They state that she is lazy and arrogant, and that it is: "Evident that the councillor lacks capacity to address their problems."

A response within three working days were demanded.

While the march was on, journalists from the Letaba Herald attend a media networking session with the mayor Dikeledi Mmetle from the municipality.

During the session she stated that: "The Petanenge village demands services that cannot be met."

FPA offers refresher course

A refresher course in fire fighting and a discussion regarding fires will be presented on July 19 at 17:30.

The event will take place at the swimming pool in Georges Valley and all residents from Georges Valley are invited to attend.

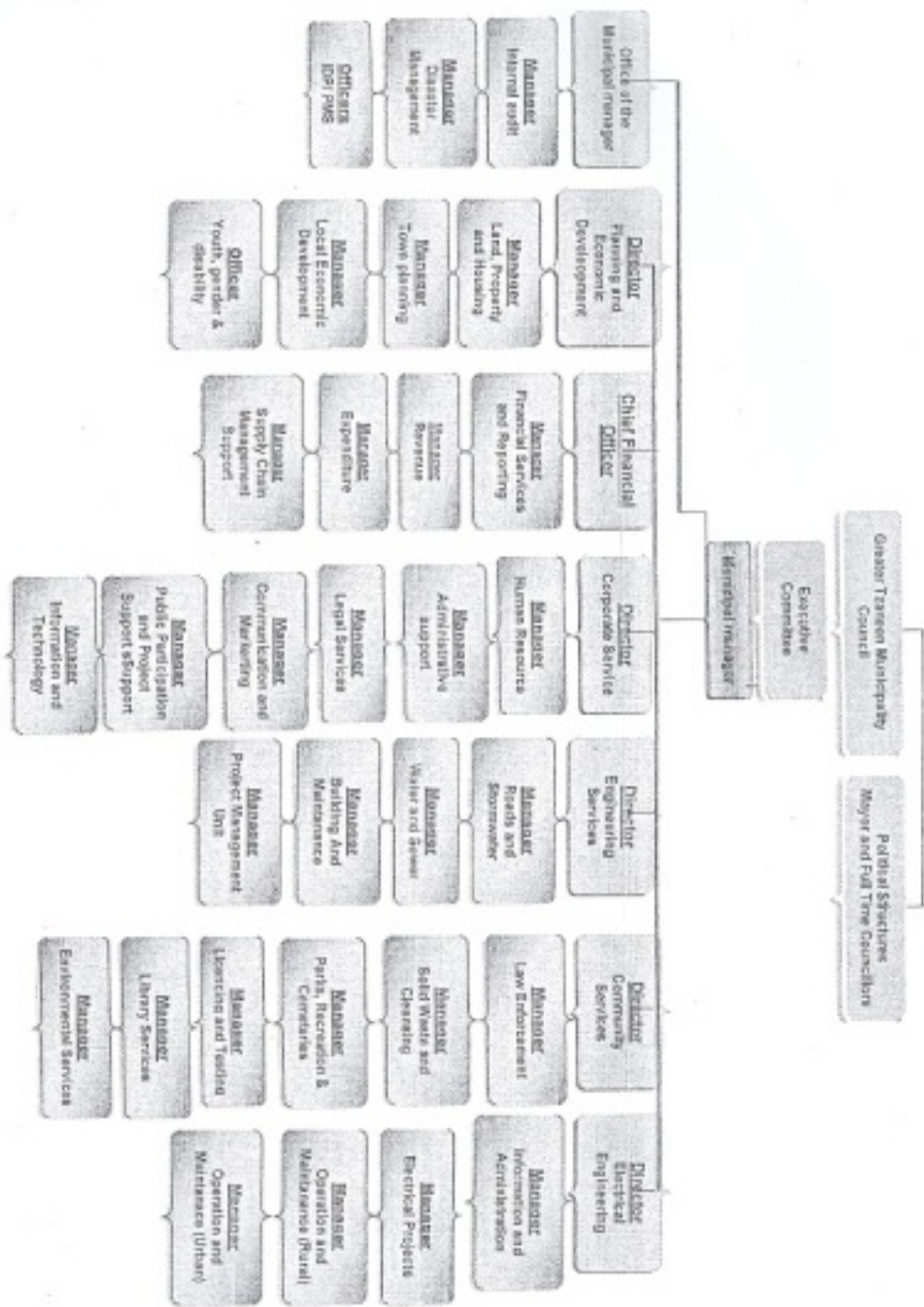Contact Butch Baker on 083 263 3355 or Francois Nel 082 8844 998.

APPENDIX D

Organizational Structure of Greater Tzaneen

Local Municipality

ORGANISATIONAL STRUCTURE OF GTM

Political Structures

- Greater Tzaneen Municipality Council
- Executive Committee
- Mayor and Full Time Councillors

Municipal manager

Office of the Municipal manager
- Manager Internal audit
- Manager Disaster Management
- Officers IDP/ PMS

Director Planning and Economic Development
- Manager Land, Property and Housing
- Manager Town planning
- Manager Local Economic Development
- Officer Youth, gender & disability

Chief Financial Officer
- Manager Financial Services and Reporting
- Manager Revenue
- Manager Expenditure
- Manager Supply Chain Management Support

Director Corporate Service
- Manager Human Resource
- Manager Administrative support
- Manager Legal Services
- Manager Communication and Marketing
- Manager Public Participation and Project Support e-Support
- Manager Information and Technology

Director Engineering Services
- Manager Roads and Stormwater
- Manager Water and Sewer
- Manager Building And Maintenance
- Manager Project Management Unit

Director Community Services
- Manager Law Enforcement
- Manager Solid Waste and Cleaning
- Manager Parks, Recreation & Cemeteries
- Manager Licensing and Testing
- Manager Library Services
- Manager Environmental Services

Director Electrical Engineering
- Manager Information and Administration
- Manager Electrical Projects
- Manager Operation and Maintenance (Rural)
- Manager Operation and Maintenance (Urban)

APPENDIX E

Map of Greater Tzaneen Municipality

LENYENYE TOWNSHIP MAP (GREATER TZANEEN MUNICIPALITY)

SCALE : 1 : 200 000

APPENDIX F

A letter from the language editor

Revd. Dr. Lutz Ackermann
(Independent Researcher)

198 Berrymead Avenue
Mondeor, 2091

Tel: +27 72 3487010
e-mail: DRLA4 @ directbox.com

5 Dec 2012

<u>TO WHOM IT MAY CONCERN</u>

This is to confirm, that I, Dr Lutz Ackermann, have read the Research Mini-Dissertation entitled

"MUNICIPAL SERVICE DELIVERY IN THE GREATER TZANEEN MUNICIPALITY
A CASESTUDY OF LENYENYE TOWNSHIP IN THE LIMPOPO PROVINCE"

by Mr **MATLHOMOLENG HENDRICK RAOPHALA**

and that I am satisfied with the quality of work he has produced in terms of structuring the document, in terms of style, grammar and spelling. Suggestions for suitable corrections and improvements have been made to the candidate.

(Revd Dr Lutz Ackermann, Mondeor)