

**ASSESSING THE NON-PAYMENT OF SERVICE CHARGES AND ITS EFFECTS
ON SERVICE DELIVERY IN ELIAS MOTSOLEDI LOCAL MUNICIPALITY**

BY

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DECLARATION

I **Koketso Gladys Rahlagane** affirm that the masters dissertation hereby submitted to the University of Limpopo, for the degree of Master of Public Administration has not been formerly submitted to any other institution neither by me or someone else. It is my work in design and finishing, and that all material contained herein has been properly acknowledged.

Rahlagane KG (Mrs)

Date

DEDICATION

This degree is dedicated to my late grandfather **Morudi David Leopeng**. His words of encouragement always inspired me to be the best I can, his love for education is what motivated me to persuade postgraduate studies and I will forever be grateful to him.

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ABSTRACT

The aim of this study was to assess the impact and the effect of non-payment of municipal services on service delivery in the Elias Motsoaledi Local Municipality. The municipalities as the lowest part of Government are responsible for delivering basic services like water supply, electricity, road maintenance, refuse collection and sanitation to communities. Legislation permits municipalities to charge for services rendered. The study adopted the qualitative and quantitative research methods for data collection and analysis. Households in the selected villages (Motetema, Tambo and Groblersdal), were randomly selected to participate in the study and also the officials from the Elias Motsoaledi Local Municipality. Non-payment of municipal services is a great challenge in South African local government and threaten the financial viability and proper service delivery. Communities are protesting daily in service delivery outcries. The municipalities are struggling to collect revenue; they basically depend on the grants from the national Treasury. This dissertation probes the nature of non-payment of municipal services, its impact on service delivery and the methods used to tackle non-payments and to recommend the workable solutions. The findings of this study reveal that indeed revenue collection and non-payment of municipal service charges is a challenge in Elias Motsoaledi Local Municipality and it is having a dire impact on effective service delivery. This is due to unwillingness to pay for service charges, unemployment, poor quality services, low income amongst other challenges. Thus, the municipality is unable to generate adequate revenue to deliver better services. The study, therefore, gives recommendations on how the Municipality can improve revenue collection and mitigate non-payment of service charges.

ABBREVIATIONS AND ACRONYMS

ANC	AFRICAN NATIONAL CONGRESS
AGSA	AUDITOR GENERAL OF SOUTH AFRICA
ASGISA	ACCELERATED AND SHARED GROWTH INITIATIVE FOR SOUTH AFRICA
CBOS	COMMUNITY BASED ORGANISATIONS
CWP	WORK PROGRAMME
DLA	DELOITTE LEARNING ALLIANCE
EMLM	ELIAS MOTSOLEDI LOCAL MUNICIPALITY
EPWP	EXTENDED PUBLIC WORKS PROGRAMME
GEAR	GROWTH, EMPLOYMENT AND REDISTRIBUTION
GNP	GROSS NATIONAL PRODUCT
IDP	INTEGRATED DEVELOPMENT PLAN
DORA	DIVISION OF REVENUE ACT
MFMA	MUNICIPAL FINANCE MANAGEMENT ACT
MEC'S	MEMBER OF THE EXECUTIVE COUNCIL
MSA	MUNICIPAL SYSTEMS ACT
MSP	MUNICIPAL SERVICE PARTNERS
NARYSEC	NATIONAL RURAL YOUTH SERVICE CORPS
NDP	NATIONAL DEVELOPMENT PLAN
NEDLAC	NATIONAL ECONOMIC DEVELOPMENT AND LABOUR COUNCIL
NGO	NON-GOVERNMENTAL ORGANISATIONS
OECD	ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

OECD-DAC	ORGANISATION FOR ECONOMIC CO-OPERATION: DEVELOPMENT ASSISTANCE COMMITTEE
RDP	RECONSTRUCTION DEVELOPMENT PLAN
SAICA	SOUTH AFRICAN INSTITUTE OF CHARTERED ACCOUNTANTS
SADC	SOUTHERN AFRICA DEVELOPMENT COMMUNITY
SALGA	SOUTH AFRICAN LOCAL GOVERNMENT ASSOCIATION
SPSS	STATISTICAL PACKAGE FOR THE SOCIAL SCIENCES
WPTPS	WHITE PAPER ON TRANSFORMING PUBLIC SERVICE

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CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1. INTRODUCTION

Revenue collection is a huge challenge worldwide especially in previously colonised countries such as Mozambique, Zimbabwe, Ghana, Rwanda, Algeria, Benin, and South Africa. According to Corrigan (2009:5), Africa is dominated by countries which experience socio-economic challenges such as high unemployment rate, poverty and inequality and South Africa is one of the countries that are faced with such misfortunes. Even after 25 years of a new democratic dispensation in South Africa, the citizens find themselves in poverty, unemployment and this leads to lack of economic growth (Sebola, 2017:89). Heads of households are being retrenched in big companies such as Telkom, Lonmin, South African Post Office, Harmony Gold Mine and other unmentioned companies as the economy and the production of goods are not well marketed (Engineering News, 2015). South Africa at the moment is experiencing high population growth, high teenage pregnancy, and xenophobic attacks because of speculations that foreigners are taking the jobs of fellow South Africans (Wilkinson, 2015). However, other scholars do not agree to be the only reason for xenophobic attacks because these attacks become violent to such an extent that death, assault, arson and theft cases are resultant effect (Misago, 2016; Madue, 2015).

The more people are poor the more the demand for provision of basic services in local government. This then means that a challenge is presented to municipalities in their capacity to meet the demands of the citizens (Curristine, Lonti and Joumard, 2007). In terms of the Constitution of the Republic of South Africa (1996) section 152 (1), municipalities must provide basic services to the communities within their territories, the municipalities must be able to generate income and collect revenue for the provided services. Municipalities play an important role in local economic development and by also getting rid of poverty that is dominant in South African rural areas. Municipalities in South Africa have changed the lives of the indigents by provision of basic essential services such as water, electricity, houses, road infrastructure, sanitation and refuse removal (Peters, 2012; SALGA, 2014).

South African municipalities are able to provide basic services because of the funds allocated to them by the National government. These funds come in a way of conditional and unconditional grants. Municipalities also get income through Municipal Service Partnerships with private companies, public companies and also through revenue collection (National Treasury, 2016). However, there are municipalities that are able to generate income through the charging of services rendered to the households within their territories. There are also municipalities that render services and the consumers are unable to pay for the services rendered by the municipality. This has been a challenge since the establishment of municipalities in the country. According to the Chief Executive Officer of South African Local Government Association (SALGA) Xolile George (2014), revenue collection in municipalities continues to weaken because of the in-depth of debts that the municipalities are in.

In the year 2013 South African municipalities were owing an amount of R81 billion to Eskom, water supplying companies such as Lepelle Water, Rand Water and other private companies that provide services on behalf of the municipality, just within a year the amount rambled up to R93.4 billion (National Treasury, 2013). Most of the money includes money owed by the residents, the government institutions and corporate consumers of municipal services. It is evident enough by the conditions that the municipalities find themselves in, that the municipalities with poor revenue collection are not able to pay for their debts. With this brief background, this study aims to assess the non-payment of service charges and the impact it has on the ability of municipalities to effectively deliver services using Elias Motsoaledi Local Municipality as a case study.

1.2. PROBLEM STATEMENT

After 24 years of democracy, South Africans find themselves owing thousands of rand to municipalities (National Treasury, 2017). This has led to an increase in service delivery protests, where residents complain about the billing system for basic services such as electricity, water, and sanitation (Morudu, 2017). The concern has been that the problem is either with meter readings or municipal officials cannot operate or interpret the meter readings (Maharaj, 2012: 24). South Africa is at a critical stage where the economy is unstable. According to Van Vuuren (2016), there is a high rate

of unemployment, and people are being retrenched from their work, which leads to the citizens being unable to pay for municipal bills and service charges. Failure to pay bills lead to municipalities being in debts which cannot be settled over a short period because of the inability to generate enough revenue through services rendered to the citizen. The question now is, if the municipalities themselves are in debts and they are rendering services to the households which are not paying for the municipal services, how will the debts of the other be paid? Others argue that there are households that are paying for municipal services, but even if it is said so, that does not make such a huge impact because the revenue generated is not enough to get rid of municipal debts. Now the big question is, why is it that there are households in Elias Motsoaledi Local Municipality that are paying for municipal services and there are those that are not paying and what is the impact of such on service delivery at Elias Motsoaledi Local Municipality?

1.3. AIM AND OBJECTIVES

1.3.1. Aim of the study

This study intends to assess the non-payments of services and its impact on the Elias Motsoaledi Local Municipality to deliver services recommend workable strategies to improve the collection.

1.3.2. Objectives of the study

- To investigate the nature and extent of revenue collection systems in Elias Motsoaledi Local Municipality.
- To investigate the nature and reasons of non-payment of services in Elias Motsoaledi Local Municipality.
- To evaluate the effects of non-payments on municipal service delivery.
- To examine the effectiveness of the existing measures used to tackle non-payments in municipalities.
- To propose recommendations that can assist in minimising the non-payment of municipal services by the households.

1.4. RESEARCH QUESTIONS

To sustain the study focus, the research questions are asked and validated by sub-questions that are intended to give direction to the study. For the purpose of this study, the research questions to be utilised as guidelines are as follows:

- What is the nature and extent of non-payment of service charges in Elias Motsoaledi Local Municipality?
- What is the nature and reasons of non-payment of service charges in Elias Motsoaledi Local Municipality?
- What are the effects of non-payment on municipal service delivery?
- How effective are the existing measures used to tackle non-payments of municipal services?
- What are the recommendations that can assist in minimising the non-payment of municipal services by households?

1.5. DEFINITION OF CONCEPTS

1.5.1. Service Charges: these are tariffs that the municipality charges for the use of services. These services are basic services such as water supply, electricity, sewerage and rubbish removal. According to the Educational and Training Unit Guideline, services charges must be affordable to the consumers and to the municipality itself. The money collected by the municipality through the tariffs can be used to pay for staff salaries, water pipes repairs and to repay the bulk supply of electricity. Basically, these tariffs are used to pay for general services and facilities within the municipality.

1.5.2. User charges: According to Bird (2003) these are charges a client pays as they utilise the services available to them provided by either government or private companies. On the basis of Elias Motsoaledi Local Municipality user charges are the charges that the consumers will pay, for instance, water bills and electricity.

1.5.3. Revenue: it is the amount of money that a company actually receives during a specific period, including discounts and deductions for returned merchandise. It is the "top line" or "gross income" figure from which costs are subtracted to determine net

income (Thompson, 2013:8). In this study revenue is money that is collected by the municipality through rendering of services. Again a revenue in terms of municipality is money that is generated by the municipality through rendering of services to its constituencies, services such as electricity and gas supply, water supply, waste collection and removal, health services, roads and stormwater drainage and also municipal parks and recreational facilities.

1.5.4. Revenue collection: This is a system used to gather income through taxation, levies, fines, bills, tariffs and consultation (Sharma, 2016:2). Revenue collection in a municipality is mainly generated through rendering of basic services such as electricity provision, waste removal, water provision, and abattoir.

1.5.5. Non-payment of services: according to Fjeldstad (2004:540) it is an inability to pay for services. In this instance, it is an inability to pay for municipal services such water and sanitation, electricity and waste removal in Elias Motsoaledi Local Municipality.

1.5.6. Service delivery: The Department of provincial and Local government (2007:3) service delivery is about the provision of a service, by a government or government parastatal to a community that falls within its territory. Services require infrastructure, notably, water supply, sanitation, roads and stormwater, and electricity. In this study service delivery refers to the services that are provided by Elias Motsoaledi Local Municipality to its constituents.

1.5.7. Local Municipality: According to Section 155 (1), a local municipality is a municipality that has exclusive municipal executive and legislative authority within its area of jurisdiction. On this basis, Elias Motsoaledi Local municipality is the local municipality under study.

1.6. RESEARCH DESIGN AND METHODOLOGY

1.6.1. Research design

Qualitative and quantitative research design will be utilised to collect and to analyse data in this study. The benefits of using both methods lead to not having biased results or rather results from one method, the two methods will explore one issue using

different techniques of data collection. According to Nieuwenhuis in Maree (2011: 578), qualitative research looks at human events in a more holistic way that attempts to explain individual actions in a cultural context. Qualitative research is a situated activity that locates the observer in the world and seeks to analyse the theories researched (Davies, 2007; Maxwell, 2013; Berg and Lune, 2012). Quantitative research concerns things that can be counted. One of its most common applications is the use of statistics to process and explain data, and to summarise findings. In general, quantitative research is concerned with systematic measurement, statistical analysis and methods of experimentation (Fox and Bayat, 2007:7).

1.6.2. Description of the study area

Elias Motsoaledi Local Municipality is formerly known as Greater Groblersdal Local Municipality. Elias Motsoaledi Local Municipality is found in the Greater Sekhukhune District Municipality in Limpopo Province, South Africa. The exact location of Elias Motsoaledi Local Municipality is at a small town called Groblersdal. The municipality was named in honour of the late Elias Motsoaledi who was amongst those fighting the demise of apartheid in South Africa. Elias Motsoaledi is comprised of both rural and semi-urban settings with a population of 249 363. The ethnic group within this municipality are Sepedi speaking people, Zulu, Ndebele, Afrikaans and English speaking people. The dominating group are Sepedi speaking citizens. What attracts tourists in this area are the game farms, fishing at the Lepelle River, cultural and nature-themed lodges. The economic activities taking place are farming both stock and crop farming, agro-processing, malls, and open mining. According to the EMLM Annual Budget report 2016-2017 to 2017-18 the debts from municipal clients have increased from the year 2014 to the current year.

1.6.3. Research Population

According to Creswell (2014: 56; 2013: 472), a research population is defined as a well-defined collection of individuals or objects known to have similar characteristics. The population of this study will comprise of the Mayor, Municipal Manager, the Chief Financial Officer, Finance officials, representatives from of Corporate Services, Integrated Development Plan representatives, Councillors from Motetema,

Groblersdal and Tambo (Dennilton), and community members from Motetema, Groblersdal and Tambo (Dennilton) within Elias Motsoaledi Local Municipality.

1.6.4. Sampling

Mouton (1996:132) defines a sample as elements selected with the intention of finding out something about the total population from which they are taken. A sample is a small portion of participants taken from a larger group to represent the entire population. The selected participants from the larger group will provide information to the researcher. The total sample of this study as taken from the population above is presented in a table below:

Table 1: sampled respondents

Community members	Motetema	20
	Groblersdal	20
	Tambo (Dennilton)	20
Ward councillors	Motetema	1
	Groblersdal	1
	Tambo (Dennilton)	1
Municipal Officials	Mayor	1
	Municipal Manager	1
	Chief Financial Officer	1
	Finance section	2
	Corporate services	2
	IDP representatives	2
TOTAL SAMPLE		72

In this study, random and purposive sampling techniques will be used to select participants. According to Jha (2014:184), random sampling is a method used in research for choosing or selecting participants, this method chooses participants without tipping them first. Participants are chosen in a manner that is unexpected and unpredictable. Purposive sampling refers to a technique whereby the researcher decides what needs to be known and sets out to find people who can and are willing to provide the information by virtue of knowledge and experience (Bernard 2002; Lewis and Shepard, 2006). Purposive sampling involves participants with certain skills and knowledge. The participants on purposive sampling are more informed and have insight information about what is researched and are willing to share the knowledge with the researcher.

1.6.5. Data Collection Methods

Data collection instruments are the tools that the researcher uses to collect data, the data can be in a form of primary data which is a data collected from participants within the study, then there is also secondary data which is a data that is gathered from journals, books, articles, legislative frameworks and archives. Therefore, the researcher will use the following data collection instruments to gather information for the completion of the study.

1.6.6. Questionnaires

The researcher will use a structured questionnaire. This type of questionnaire is convenient especially when options are provided and either circling or ticking from the number of an option in the questionnaire. Structured questionnaire maintains order in answering the questions. Since random sampling will be used, questionnaires will be conducted with community members. Community members will be questioned for the purpose of getting insight information behind the non-payment of municipal services.

1.6.7. Interviews

This study will use structured interviews to collect data. Interviews will be utilised because of their ability to give a chance to the researcher to pursue in-depth information, the researcher will also be able to determine the quality of the information gathered through the interviews. Since purposive sampling will be utilised, interviews

will be administered to the municipal officials (mayor, municipal manager, finance officials, IDP representatives, members of the council and the director of the corporate).

1.6.8. Documents

The documents which will be used by the researcher are as follows, internet articles, journals, magazines, and newspapers, dissertations, theses from the University of Limpopo Library and extracts from the media will also contribute significant information in this study.

1.6.9. Data Analysis

Data analysis is the process of systematically applying statistical and or logical techniques to describe and illustrate, condense and recap and also evaluate information (Shamoo and Resnik 2003:17). The data that will be collected in this study will be analysed using the Statistical Package for the Social Sciences (SPSS) for the quantitative data collected and for the qualitative data the thematic analysis system will be employed.

SPSS is a software that is used to analyse the statistical information, it is mostly used in Social Sciences but it has also gained momentum in health and business research analysis (Kinner and Gray, 1999:11). According to Foster (2001:23), this application records and manage information, create figures and calculate descriptive analyses loaded to it. SPSS in this study will be used to analyse data collected using the quantitative method, it will help the researcher in interpreting the analysed data by means of figures. The qualitative information gathered will be analysed using the thematic analysis method, the data gathered will be grouped into themes according to their topics. According to Clarke and Braun (2013:122) this method is used in qualitative methods to identify and analyse patterns and (Guest, MaQueen and Namey, 2012 in Clarke and Braun, 2013:122) recommend thematic analysis for its flexibility as an analytic method. The researcher chose the thematic analysis because it can work with quiet a number of research questions and it can also be used to analyse different types of data be it secondary data from journals, books or be it primary data.

1.6.10. Reliability and Validity

Lancaster (2005:72) stated that reliability relates to the extent to which a particular data collection approach will yield the same results on different occasions. There will be no unreliable data that will be conveyed in this research, all the data will be reliable relevant. Polit and Hungler (1993:445) refer to reliability as the degree of consistency with which an instrument measures the attribute it is designed to measure.

The validity of an instrument is the degree to which an instrument measures what it is intended to measure (Polit and Hungler 1993:448). Lancaster (2005:71) asserted that validity relates to the extent to which the data collection method or research method describes or measures what it is supposed to describe or measure. Therefore, to ensure validity and reliability of the study, the questionnaire and interview questions will be piloted first to ensure that they will be in accordance with the data that will answer the research problem statement, aim and objectives of the study. Moreover, it is important to ensure that all the questions used to collect data are direct to the selected unit of the study that is presented in this study to obtain in-depth information needed in this study to present findings.

1.7. SIGNIFICANCE OF THE STUDY

It is acknowledged that there are other similar or related studies that have been conducted in this topical area. However, this study is the first of its kind in the selected municipality in general and specifically the three semi-urban areas. The proposed study is significant in that it seeks to interrogate the relationship between non-payment of service charges and the impact and effects it has on service delivery. The study seeks to contribute to the body of knowledge in the field of Public Administration and other related disciplines. The study can serve as a source of reference for future research on similar topics. The recommendations as will be proposed in the study will go a long way in assisting to overcome the scourge of non-payment of service charges at the Elias Motsoaledi Local Municipality, municipalities in the Limpopo Province and the South African local government in general.

1.8. ETHICAL CONSIDERATIONS

The conducting of research requires not only expertise and diligence but also honesty and integrity. This is done to recognise and protect the rights of human respondents. To render the study ethical, the rights to self-determination, anonymity, confidentiality and informed consent were observed (Polit and Beck, 2010: 44; Shamoo and Resnik. 2014: 313). Written permission to conduct the study will be obtained from the Elias Motsoaledi Local Municipality and also from the Turfloop Research Ethics Committee at the University of Limpopo. In undertaking research, ethical principles such as anonymity, confidentiality, informed consent, honesty are crucial in ensuring integrity and ethical considerations.

When respondents are promised confidentiality it means that the information they provide will not be publicly reported in a way that identifies them (Polit and Hungler 1995:139). Where possible, researchers aim to assure participants that every exertion will be made to ensure that the information that they will be providing will not be leading back to them in reports, presentations and other forms of distribution. In this study anonymity will be ensured by not requiring participants to mention names on the questionnaire, interview and research reports and detaching the written consent from the questionnaire.

Furthermore, participants will be treated as independent mediators by informing them about the study and allowing them to voluntarily choose to participate or not. In this instance, participants will be allowed to withdraw from participation at any level of the study. Before partaking on the study, respondents will be briefed about the entire nature of the study and all the potential dangers and risks that may be brought about by the study. Lastly, information will be provided about the researcher in the event of further questions or complaints. Scientific honesty is regarded as a very important ethical responsibility when conducting research. The researcher will try to avoid any form of dishonesty by recording truthfully the answers of those respondents who will not be able to read or write. The researcher in this study understands the ethical considerations involved in research as prescribed by the University of Limpopo and therefore will abide by such.

1.9. CONCLUSION

In conclusion, chapter one broadly defined non-payments of municipal services and related keywords. This chapter gave a background on the non-payments of municipal services and revenue collection based on the international context, the African context and narrowing it down to the South African context. Revenue collection is a challenge to municipalities in South Africa because, the majority of South Africans are affected by poverty, high rate of unemployment and inequality. Therefore, that makes it very hard for the citizens to pay for municipal services. According to the Treasury, municipalities are in shambles as they owe service providers such as Eskom and different water boards billions of rand.

The chapter further, outlined the problem statement, aim and objective of the study, the research design and methodology that is employed in this study, data analysis techniques, sampling, population, reliability and validity and ethical consideration since the study will also depend on the participation of community members and officials from Elias Motsoaledi Local Municipality. Therefore, the next chapter will review the secondary data on revenue collection in the South African context.

CHAPTER TWO

REVENUE COLLECTION IN THE SOUTH AFRICAN PUBLIC SECTOR

2.1. INTRODUCTION

The main financial delinquent in South African municipality is the poor collection of service charges due to prevalent non-payment. Non-compliance with respect to service charges appears to have developed as an established 'norm' in many municipalities, thus creating major restrictions to efforts to grow a feasible local government system in South Africa (Fjeldstad, 2004:539). Local Government's viability is threatened by poor compliance and inefficient revenue collection methods, in particular with regards to electricity and water. Municipalities continue to drown in debts due to non-payment of municipal service charges. According to OECD-DAC subsequently (2012), and Ali, Fjelstad and Sjursen (2014), ever since the abolishment of the apartheid regime in 1994, the South African government has developed reforms that are used to ensure compliance in paying for the services rendered by the government. Cooperative Governance Traditional Affairs (2015), reported that a third of municipalities in South Africa were classified as dysfunctional and non-viable.

Therefore, this chapter looks into the challenges facing revenue collection in the public sector and service delivery in local government and the depth of their impact on the livelihood of the citizens. Revenue collection is one of the core responsibilities in a municipality and a mandate from the Constitution of the Republic of South Africa discussed below and challenges related to it.

2.2. REVENUE COLLECTION IN THE SOUTH AFRICAN CONTEXT

Revenue collection is a mandatory responsibility given to the municipalities by section 229 of the Constitution of the Republic of South Africa, 1996. Municipalities are mandated to collect their own revenue by means of property rate and services charges, services as water, electricity and the utilisation of municipal facilities such as sports grounds, parking, licenses and traffic fines. According to Pretorius and Schurink

(2007:22), revenue collection is a legislative mandate in which the White Paper on Local Government (1998) stated that municipalities must have adequate method of generating revenue in order to fulfill the tasks allocated to them. Oosthuizen and Thornhill (2017:4) stated that it is the responsibility of the municipality to ensure that the municipal clients (citizens) are billed, and to ensure that revenue due for payment is paid. Municipalities must adopt debt collection methods and credit control in accordance with section 95 and 96 on the Local Government. Revenue collection in municipalities has gained attention in recent years due to poor collection methods of revenue in municipalities. When municipalities fail to collect revenue, its finances are affected badly and that leads to inconsistent budget management and poor service delivery (Pieters, 2015). According to Peyper (2016), failure to collect revenue debts, account for revenue and declining financial resources were some of the main explanations for municipalities' ill financial health in the 2014-15 financial year.

Mpehle (2012:222), asserted that revenue collection is one of the indicators that defines if a municipality is able to operate itself successfully. That is to say, when the collection of revenue is poor the municipality is destined to failure in rendering basic services. One of the challenges on revenue collection is failure to collect payments by the municipalities from the consumers in informal settlements because most of the households do not have title deeds so the municipality fail to bill them as they become unknown and not registered on the municipal billing system (Infrastructure Dialogues, 2015). The other challenge is that municipalities that are situated in rural areas fail to collect revenue due to the fact that traditional villages are currently exempted from paying municipal services and that turns to have an immense impact on plentiful municipalities (Municipal Property Rates Act, 06 of 2004).

2.3. REVENUE COLLECTION IN THE SOUTH AFRICAN LOCAL GOVERNMENT

In terms of Section 64 (2) (a) of Local Government Municipal Finance Management Act 56 of 2003, it is the responsibility of the accounting officer of the municipality to ensure that the municipality has effective revenue collection system in accordance with Section 95 of the Local Government Municipal Systems Act 32 of 2000, and

municipality credit control and debt collection policy. Mpaata, Lubogoyi and Okiria (2017:447), noted that municipalities collect revenue in order to close the funding gaps between the funds received from the national government and that collected at local level, because a sound revenue enable the municipalities to render quality services and it also ensures the success of the fiscal state of the municipality.

However, revenue collection remains a challenge in local government (Nuluva, 2015). Aliff (2013:3), mentions that revenue collected in a municipality is used for operative purposes such as maintaining and repairing available infrastructure, salaries, consumables and administrative items as stationery. Aliff (2013:3), further indicated that the capability of a municipality to render services to its constituencies is determined by the municipality's ability to generate revenue through its own means. Revenue collection in a municipality is not exempted from a few of the challenges that hit revenue collection in a municipality such as debts from poor households and resolving arrears. In her analysis Peters (2011:3), mentioned that currently, municipal billing and revenue collection practices are poor, not only in rural municipalities or urban but also in metropolitan municipalities.

2.4. LEGISLATIVE FRAMEWORKS REGULATING REVENUE COLLECTION IN SOUTH AFRICAN LOCAL GOVERNMENT

Legislative frameworks in South Africa plays a huge role in regulating how the government should conduct its day to day duties, how public officials must conduct themselves as good standing citizens. It is through legislative frameworks that government institutions are able to deliver on their mandatory duties, legislative frameworks outline duties of office bearers, the processes to be followed when implementing policies and procedures to be followed when delivering services. Legislative frameworks prevent the government from misusing their powers. The South African government is continuously faced with service delivery challenges and mismanagement of funds. Therefore, this chapter will outline the legislative frameworks that administer service delivery and revenue collection in South Africa amidst all the challenges that the country is faced with.

2.4.1. Constitution of the Republic of South Africa, 1996

In terms of the supreme law of the country, the Constitution of the Republic of South Africa Section 152(1) the responsibility of municipalities in South Africa is to deliver democratic and accountable government for local communities, protect the formation of services to communities in a correct manner, validate social and economic development, promote a safe and healthy environment, and uplift the involvement of communities and community organisations in the constituents of the municipalities. It is the duty of the local government as the lowest sphere of government to ensure and to maintain the wellbeing of citizens at the ground (community level) (Madumo, 2016:82). Section 152(2) determines that a Municipality should strive to effect the above-mentioned within its financial and administrative capabilities. According to Section 153 of the Constitution a municipality must gather and be in control of its administration, budgeting and planning process to give priority to the basic needs of the community, and to promote the social and economic development of the community and to provide the services in a practical manner, whilst creating an environment valuable to the promotion of social and economic development.

2.4.2. Local Government Municipal Systems Act, 2000 (32 of 2000)

To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all. To define the legal nature of a municipality as a local community within the municipal area, working in partnership with the municipality's political and administrative structures to provide for the manner in which municipal powers and functions are exercised and performed. The Act encourages community participation in the municipal day to day operations. This was established to create simple and enabling framework for the core processes of development, performance management, resource deployment and structural change which reinforce the notion of developmental local government, to provide a framework for local public administration and human resource development.

The Act seeks to empower the poor and the previously disadvantaged groups and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts.

2.4.3. Local Government Municipal Property Rates Act, 2004 (6 of 2004)

The South African government have an Act on management and levy of properties which is Property Rates Act, 2004 (Act 6 of 2004), the core task of this Act is to control the authority given to the municipalities to enforce on property in correlation with the Constitution of the Republic of South Africa. Property is another form in which municipalities can generate income. This Act is no different to any other acts in the country, the primary role is to ensure that there is accountability, fairness and transparency in the systems of paying municipal services, in correspondence with the indigent policy. This Act also provides for the reasonable evaluation tools used for property valuations, to upkeep in developing municipalities that are economically and financially achievable and are able to meet the requirements and needs of the society within the municipality and also be able to deliver basic services as stated in the Constitution of the Republic of South Africa.

2.4.4. Division of Revenue Act (Annual)

The primary role of this act is to provide for the fair share of revenue raised nationally among three spheres annually. This Act determines the fair share, the responsibilities attached to the revenue and allocations to the provinces and to the municipalities. DORA is in accordance with the Constitution of the Republic of South Africa section 214 (1) which states that the Act must provide for the fair division of revenue amongst the national sphere, provincial sphere and local sphere. The Constitution of the Republic of South Africa mandate the DORA to annually determine fair division of revenue raised by the government between the national government, all nine provinces and all the municipalities within the country.

Chapter two of DORA focuses more on the equitable share of the allocations and chapter three stipulates more on the conditional allocations of the revenue from the national government to the provincial and to local government. Due to different locations that the municipalities are situated at, the revenue collection differ. Because other municipalities are situated in areas that are economically rich and due to that, the municipality tends to have a viable revenue collection compared to the municipalities in economically struggling areas. The municipalities that cannot generate enough revenue fail to accomplish its responsibilities to the citizens hence having negative impact on service delivery.

Division of Revenue Act, is an annual Act that is reviewed and amended in each and every year. Division of revenue from national government, provincial and local government promotes transparency inter-governmentally and it is also at the centre of the constitutional cooperative governance. The primary role of the DORA is to promote the protection of the public interest and welfare for the benefit of the nation as a whole. The division of funds amongst the three spheres of government include funds raised by the national government to pay off government debts, thus to guard the country's integrity and the credit reputation of the country. It is the responsibility of national government to act in the best interest of its citizens. Each sphere has its specific functions, hence the national government decentralised some of its responsibilities so that the services be rendered effectively through sharing of responsibilities.

DORA modifies the funding schedules of the funds' division between the three spheres as the allocation vary annually. The change in allocations occurs annually so that the DORA remains relevant in sharing the funds fairly and also to ensure that the transfers from national government to provincial and local sphere improve effectively and efficiently, hence they must be in accordance with the national strategic objectives. The method that the national government uses to transfer the funds is in a form of top-down approach which is a horizontal formula.

2.4.5. Municipal Finance Management Act, 2003 (56 of 2003)

When coming to municipal financial management, the country is faced with tremendous challenges in its fiscal operation. The Municipal Finance Management Act, 2003 (56 of 2003) was established to provide thorough and maintainable management of the financial matters of municipalities and other institutions in the local government sphere. The Act gives an essential establishment that relate to financial and performance management. According to Section 2 of the Act, the Act promotes norm and standards of guaranteeing transparency, answerability and effective positions of responsibility in the monetary affairs of municipalities and municipal entities including the management of revenues, expenditures, assets and liabilities and the handling of financial transactions, budgetary and financial planning processes. The financial management in a municipality must be guided by this Act, to ensure proper financial management and sound financial accountability. MFMA outlines the procedures to be followed when managing municipal finances and also to provide a conducive environment for financial management by giving clear roles to those who must be in charge of the finances.

2.4.6. Intergovernmental Fiscal Relations Act, 1997 (97 of 1997)

This Act sets out the process for the division of nationally raised revenues between the three spheres of government. It establishes the Budget Forum, in which local government issues are discussed as part of the national budget process. It also requires that a Division of Revenue Bill be tabled annually, setting out (among other things) the amounts to be transferred to each municipality. This Act was basically promulgated to promote collaboration between the national sphere, provincial sphere and local sphere of government on monetary, economic and financial matters and also to prescribe a process for the purpose of an equitable sharing and allocation of income raised nationally.

The financial management is the challenge in the country hence cabinet established the Intergovernmental Fiscal Relations Act, 1997 (Act 97 of 1997). This Act sets out the process for the division of nationally raised revenues between the three spheres of government. Part three of this Act outlines how the funds from the national treasury

should be divided in all three spheres and how they should be operationalised in each sphere according to Section 214 of the Constitution of the Republic of South Africa.

2.4.10. Indigent Policy

An indigent is defined as a person who is poor and needy to such an extent that a person is unable to afford basic necessities such as food, proper shelter, electricity, water, and sanitation. According to the Department of Local Government and Housing, Limpopo Indigent Policy Framework, an indigent refers to chronically poor households with an income of 1100 per breadwinner. The government uses standards of houses, water and sanitation, electricity, refuse removal and disposal as factors to identify indigents.

2.4.10.1. Principles that underpin an indigent policy

Indigent policy was developed to cater to households that are poor and cannot afford to pay for services. There are certain indicators that the government use to identify those who qualify to be identified as indigents, such as the total income of that households and the number of the family members residing in per household and the one regarded as an indigent must be a South African bonafide if not then he or she must provide legitimate documentation that permits them to be in the country. The mayor is responsible for overseeing and monitoring the implementation and enforcement of the indigent policy in this regard. The Municipal manager ensures that proper administration procedures are followed to ensure that the policy is well implemented and gives the report to the mayoral committee. When there are those that defraud the government in the name of being indigents get charged and forfeit rights of benefiting from the indigent policy. This policy states that one does not become an indigent forever hence there are annual applications for being covered as an indigent.

3.10. CONCLUSION

In conclusion, this chapter has outlined the notion of revenue collection in the South African public sector and the legislative frameworks and policies that regulate the local

government revenue collection. It is quite evident that the South African government has Acts and Policies that has the best interest of the masses. All these Acts and Policies were established to ensure the efficient and effective regulation of revenue collection in municipalities. South Africa has beautiful Acts and Policies but the challenge is that the government fails to put the regulations and its policies into practice hence the country is still confronted with socio-economic challenges. According to Sebola (2014:30), poor implementation of policies has led the country into experiencing eminent backlogs of service delivery, which resulted in rise of service delivery protests. Tebele (2016), supported the above statement by noting that if the country has good policies but lacks implementation then the policies serve no purpose. Mkhize (2015:193), also supported the above notion by stating that failure to implement the policies is because of systematic problems which are caused by lack of consultation and lack of participation around implementation of the policies.

Think Tanks and Civil Societies (2014:21) argued that the failure of the good policies that the country has is simply caused by the fact that the policies describe “what” needs to be done but excludes the “how” part of the implementation. Poor implementation and failure to adhere to the relevant Acts and policies that exists in government goes against Chapter 10 of the Constitution of the country, as it highlights the principles that ensures that the citizens are being catered for, how the public sector should operate and promoting efficiency, effectiveness, accountability and transparency in government in making South Africa a better place to live in.

The following chapter focuses on the non-payment of municipal service charges in the South African context.

CHAPTER THREE

NON-PAYMENT OF MUNICIPAL SERVICE CHARGES IN SOUTH AFRICAN MUNICIPALITIES

3.1. INTRODUCTION

The majority of South African municipalities continue to get a negative audit report and one of the contributing factors to such is poor revenue collection. The Auditor General of South Africa emphasised that revenue collection and non-payment of municipal service charges continue to put municipalities in a dire situation. Hence, it is important that this chapter gives a background to the nature of non-payment of municipal service charges during the apartheid regime in South Africa and after the democratic dispensation. Twenty five years later, Local government in South Africa is still faced with challenges of non-payment of municipal service charges which affect the state of revenue collection in municipalities. Such have an impact on the provision of services to the people. In this chapter, the study looks into non-payment of municipal service charges, the challenges of the effects of non-payment of municipal services and service delivery and its challenges and the impact of non-payments on service delivery.

3.2. NON-PAYMENTS OF MUNICIPAL SERVICE CHARGES

According to McKerchar and Evans (2009), non-compliance for payment of services is a continual and mounting challenge globally, and this challenge is more robust in developing countries such as South Africa. Infrastructure Dialogues (2015:1), stated that paying for municipal rates and charges is one of South Africa's consistent challenges. Bonjean and Chanbas (2004) argue that non-compliance results from ignorance of tax legislation and not necessarily deliberate evasion. Therefore, that being the reason, in developing countries people from rural areas and informal settlements do not pay for the services they receive from the government. South Africa and many other developing countries experience such challenges regularly.

According to Nekhavhambe (2014:1149), people in most rural areas are illiterate and have lack of trust in the political leaders and they tend to have a negative attitude when coming to paying for services rendered by the government rather than having fears of

the consequences of levies evasion. On a similar note, Infrastructure Dialogues (2015) states that the municipal clients' confidence has deteriorated in the municipality and the consumers feel that they are wrongly billed as there is no clear liaison between the consumers and the municipality. Therefore, this shows that there is still a challenge of community participation in municipalities and lack of proper communication between the municipalities and the citizens (Molaba, 2016:2).

According to Haycock (2005:53), the municipal management must have some engagements with the communities to explain the connection between the payment for services and service delivery in improving the lives of the citizens. This will, in turn, enlighten the community members and they will know the rationale and consequences of not paying for municipal services. Community participation in municipality's decision-making is important because there will be no confusion and if there will be an issue that the communities do not understand they will freely consult for clarity. Communication is one of the important tools in organisations and also in the public realm, the absence of good communication methods between the government and the communities brings progress to halt (Sebola, 2017:29). Peters (2011b) stated that non-payment of municipal services has potential to cripple financial state of municipalities. Other damaging impact it is the negative impact of non-payments of services on rendering basic services.

3.3. CHALLENGES RELATED TO NON-PAYMENT OF SERVICES

Peters (2011a:1), contended that the majority of South African municipalities are confronted with the challenge of municipal clients' debt. These debts are due to the non-payment of services by households which are either influenced by resistance or just evasion based on expected entitlement. Hence there are various challenges that lead to failure of payment of service charges. These challenges are explained below as well as on how they affect the payment of services.

3.3.1 Inconsistent billing system

According to Mazibuko (2013:5), inaccurate and inconsistent bills pose a great challenge in local government because the residents end up not paying for their municipal bills and that in return the revenue base in municipalities gets affected. Inconsistent billing is one of the factors that have caused the rise in protests in South Africa especially in townships where the households receive usage bills every month (Mazibuko, 2013:6). It continues being a challenge as communities end up taking the matter to court. Subsequently, this has resulted in illegal connection of water systems and electricity because the community members claim that they cannot afford to pay for services that are not well orientated on. The other reason being that even if they are able to pay, they stop paying because the local municipalities do not enforce their debt collection methods from those that are owing the municipality (Peters, 2011a:2). Hence they opt for illegal connections to avoid getting usage bills. One of the measures that the municipalities in townships use to deal with those that are not paying for the basic services is to cut off their electricity connection until the day they pay for the water usage. If the household is not paying for electricity the municipality will then cut off their water system. Another challenge that leads to the non-payment of service charges is unemployment.

3.3.2. Unemployment

Poverty gaps and inequality affecting the ability to pay is more of an issue in rural areas than in urban areas (Botes and Pelsler, 2001). There is an imbalance in the employment and unemployment rate in South Africa which reflects the extent to which the South African population in South Africa carries the largest share of unemployment burden. According to Mafiri (2005:19), unemployment in South Africa is so severe to such an extent that it causes poverty and in large part of the country the unemployment rate is of permanent nature. Mafiri (2005), further stipulated that one of the major cause of unemployment in South Africa is the population growth as it is much higher than the opportunities of employment and the other reason being that most people do not meet certain requirements of job specifications.

Unemployment continues being an enormous challenge as more companies are retrenching their workers, people graduate and do not find jobs. This thus, in turn,

have a huge impact on payment of municipal bills, where households cannot afford to pay for municipal bills. Business Report (2011), has reported that in some instances job opportunities are available but South Africans do not have skills to match with the available opportunities, that being the reason the country will source employees from outside the country as its own people do not have enough skills especially scarce skills. The country has been reduced to junk status at the early stages of recession. From the service delivery protests that happen almost every day, one can see that people are hungry and are without means (Mail & Guardian, 2018). This shows that a larger group of South Africans is dependant on government for service provision and employment so when the government fails to meet their needs, it impacts badly on the citizens that are government's dependents and also on the economy of the country.

According to Eye Witness News (2017), unemployment is not a matter that the government can just eradicate easily, it will need for the government to transform its operations and come up with attainable strategies and policies that will be easily implemented so that employment opportunities will be available to cater for everyone. On the other hand, the government has realised that job creation is still a huge challenge in South Africa it is encouraging its citizens to open small businesses that will sustain them. The government has ensured that there are departments that are specifically focusing on funding small businesses owned by previously disadvantaged citizens but that still is not enough. Most of South Africans are not employed formally, some are doing temporary jobs known as piece-jobs, which are not guaranteed to last, the other groups are on contract employment of which might not be renewed at the end and the other group is working seasonal jobs, for instance, those that work at the agricultural sector in the farms. This indicates that the other group that is regarded as employed is employed temporarily which is not good for a country that is experiencing recession and economic instability.

According to Statistics South Africa (2014), in each year, the unemployment rate grows more than employment rate which becomes a great concern for government. According to the National Development Plan (2012:296), South African government has set goals that by 2030, unemployment would have been reduced by 6% which a small percentage is considering population growth. Against this encounter, the South African Government is devoted to upholding decent employment through comprehensive growth and to address the problem of youth unemployment with a

number of mediations including the support to small-medium enterprises, expanding opportunities in the Expanded Public Works Programme (EPWP), the Community Work Programme (CWP), National Rural Youth Service Corps (NARYSEC), the National Youth Service Programmes (NYSP) and others as well as signing of the National Skills Accord with NEDLAC (Muthethwa, 2012: 6).

The government after the democratic dispensation in 1994 has introduced the Growth, Employment and Redistribution policy (Republic of South Africa, 1996) to combat high rate of unemployment, to develop the country and to strengthen the economy (Tsheola, 2012:162). The two policies have functioned, but their contribution was a drop in the sea since after 23 years of democracy the country still finds itself with rising unemployment rates, because South Africa still faces a challenge of a weak economy. Furthermore, the government introduced Accelerated and Shared Growth Initiative for South Africa (ASGISA) to construct on the basis of the RDP's goals of building a cohesive, self-governing, non-sexist and non-racial society, and a solitary combined economy. While there was some rational level of success, the level of operation and forthcoming of the programme was uncertain as no official word came from the government regarding the fate of ASGISA, and then ASGISA was replaced with New Growth Path (GNP) which recognised that structural unemployment remains exceedingly great. In this respect, the GNP was intended to quicken growth in the South African economy, and to do so in methods that speedily reduce poverty, unemployment, and inequality. To help overcome these structural challenges and contribute to the achievement of higher levels of economic growth GNP was seen as a necessary policy. The Government needs to be more realistic when addressing the unemployment issue and it must ensure that it honours its promises to the citizens.

3.3.3. Willingness to pay for municipal services

When dealing with the willingness to pay for municipal services one has to check also on the affordability and unaffordability to strengthen the payments. The argument from those who are not paying for municipal services include reasons for inconsistent provision of services (Infrastructure Dialogues, 10:15). In other words, this means that they do not see a reason to pay for services that are not satisfactory to them. Those who have been paying but had stopped paying for municipal bills say it is because

they feel exploited as they end up being charged high amounts of bills whereas, on the other hand, those who are not paying are not facing the consequences of not paying for the municipal services (Maphologela and Ngwane, 2015). So that being the reason for some who have stopped paying because they have fear of being exploited while they know that the municipality is doing nothing with those whose bills are in arrears.

According to Nekhavhambe (2014: 1149), illiteracy is one of the reasons that the consumers do not pay for services because most people are illiterate and do not see the importance of paying. So it is advised that the municipal management should embark on educational campaign that will educate the community members on municipal rates and service charges, and it is emphasised that the educational campaign should be continuous. According to Botes and Pelsler (2001), literacy is an important aspect of educational status. It can be regarded as an important indicator of development, especially in gauging the capacity of individuals to comprehend written communications such as municipal accounts, because non-payment of municipal services could be partially explained by whether people could read and comprehend their municipal account or not. Secondly, one can conclude from this that multi-linguicism is an important issue in local government sector of South Africa.

Willingness to pay is a long-term commitment and to change the situation, incremental small steps should be taken to educate consumers and develop a willingness to pay in the households. These will require commitment, resilience, and steadiness from the municipal officials. The other challenge in the South African municipalities is lack of consistency and commitments. The municipality can start with good initiatives but fail to continue with them, especially initiatives that involve the communities hence there is a wide gap of relationship between the local government and the community members.

Dau (2010:28) have argued that the relationship between the municipality and the community is seen when the election time approaches, that is when the community members will be engaged through face to face consultations and the *Imbizo* apart from that, community participation is still a challenge in most municipalities. What is most important is the change in the mindset of consumers, so that they will know the importance of paying for the municipal services rendered to them. According to

BusinessTech (2015), some people are not paying for municipal services simply because they feel that they are entitled to getting free services from the government. However, there is no indication of free services in the Constitution of South Africa 1996 but a provision of basic services within a system of subsidisation. All services have costs attached to them, in one way or the other someone has to pay for the services rendered. According to Botes and Pelsler (2001), this is yet a further indication that non-payment reflects in all likelihood a problem of affordability, rather than one of mere moral unwillingness to pay for services and lack of financial means.

3.4. THE EFFECTS OF NON-PAYMENTS OF MUNICIPAL SERVICE CHARGES

Non-payment of municipal services has a negative impact on the viability and sustainability of municipalities and also to the wellbeing of the citizens. There are various factors that have been identified to be influencing non-payments of service charges, such as inability to pay, unemployment, inequality in the society, lack of willingness to pay for municipal services and loss of trust in government. Non-payment of consumer debts continues to haunt the South African Local Government since the Apartheid era where it was used as one of the measures to boycott government, unfortunately it carried on into the then-new government. Below are the effects of non-payment of municipal services charges that continue to cause unrest in the country.

3.4.1. Collapse in service delivery provision

It is commonly recognised that one of the utmost challenges faced by South African Local Government is dealing with service delivery bottlenecks while at the same time ensuring that costs of service provision are recovered (Ciaran, 2019). One of the inevitable fact that fuels non-payment of municipal service charges is the culture of entitlement, whereby citizens feel that they deserve to get free basic services. That notion has continued since 1994, when the democratic government came in to power. Non-payment of municipal services has become the tradition to most of the households in the country, this challenge has been carried through from the Apartheid government to the Nelson Mandela, Thabo Mbeki and Jacob Zuma era of governance (Kanyane, 2014:93). Unfortunately, the collapse in service delivery continued even to the sixth administration under the leadership of President Cyril Ramaphosa.

The continuation of the non-payment trend slowly causes a collapse in service delivery because most, if not all South African municipalities are owed millions by citizens who do not pay for their service charges bills. It is obvious that the government continues to face complications in the delivery of basic municipal services even after 25 years of democracy. The revenue that is supposed to be collected by the municipality helps the municipality in a consistent service delivery, maintenances of the available infrastructure and the day to day operation of the municipality. Non-payment of municipal services leads to inconsistent service provision, project stagnation, lack of rural economic development, local economic development and also the ineffective service provision.

3.4.2. Service delivery protests

According to Mafunisa, Sebola, and Tsheola (2012:209), service delivery protests have become the order of the day. whenever the citizens have unsatisfactory issues and conflict with the local government leadership, be it councillors or the municipal officials. The country has seen a rise in protests which led to vandalism of government facilities and public infrastructures such as roads, schools, clinics, and government buildings. According to Mpehle (2012) and Sebola (2015), these protests have emerged because citizens are not satisfied with the quality and quantity of services they are receiving from government. Citizens feel that they are being denied access to services that they are worthy of but the government is failing to deliver. According to National Planning Commission (2011:12), the ANC steered government has widened access to private and public services for many citizens despite its failures. Tsheola (2012:161) notes that the roots of protests remain contested because some are being viewed as politically based and others perceive them as services based. Sebake and Sebola (2014:748) believe that there are third parties influencing protests, as some of these protests occur in areas where services are available and effective.

Chuenyane (2009:6) has argued that the citizens are protesting because they have lost hope and confidence in their political leadership. Therefore, to show their grievances, they take it to the streets to burn tyres and ruin infrastructures that they will still need in the future. With reference to this, during the year 2015, 2016 and early

2017, citizens in Thulamela area protested and burned around 21 schools which led to learners being unable to attend school and road commuters struggling to pass through the area because the community members wanted the Municipal Demarcation Board to create a municipality that will serve them alone not with the Malamulele. According to (African Times, 2016), tribalism was the cause of the uprisings between Malamulele and Vuwani. The Malamulele citizens (Tsongas) did not want to be in the same municipality as the Venda tribe.

Tsheola (2012:170), further noted that the prevalence of service delivery protests displays the failure of the Integrated Development Plan in imposing the government's will on citizens. Govender (2016:21), stipulated that the frequent occurrence of service delivery protests around the country designate that municipalities have not been able to effectively encounter service delivery outputs. Auditor General Makwetu (2017:2) believes that if basic principles of liability, built around a central theme of resilient internal control and respectable governance, are in place, municipalities should be well geared to live up to the prospects of the communities that they serve. Then there will be a decline in service delivery protests.

3.4.3. Public mistrust

South Africans continue to lose trust in government due to poor service delivery, empty promises from the politicians and those in power. The key factor in the drop of citizens' trust in the South African government is the high public perception of corruption among elected leaders. On daily basis, South Africans are exposed to reports by media about the corrupt activities taking place in government. Trust in government depends on how the government structures and manages its systems, when the government fails to fulfill what is expected of them by the society, they then lose trust and are regarded as failure and untrustworthy and undeserving of public trust. According OECD (2013:29), Citizens of countries with high levels of corruption place less value on political bodies and are less assured in their political arrangement. Perceived or experienced corruption leads to public disaffection with political institutions and reduce government validity. Many corruption scandals including the VBS saga where the finances of the bank were stolen by the shareholders for their own benefit at the expense of the poor,

appeared to have contributed to the loss of trust in politicians and government. There are various factors that lead to mistrust of government by the citizens, factors such as unfair governance, dishonesty in politicians, the abuse of power. Other citizens do not pay for service charges because they do not trust that their money will serve its purpose but be stolen by the corrupt officials. Mistrust in government creates a political environment in which it becomes more difficult for leaders to lead. In such environments, there are continuous protests and the citizens are unruly.

CONCLUSION

The aim of this chapter was to look deeper into non-payments of services. Municipalities are mandated by the Constitution to have a revenue collection system that is viable and sustainable to ensure that the municipality render services to its constituencies with effectiveness. It is unfortunate that municipalities are failing to render services, as according to the literature above the governing system is compromised by political interference, all types of corruption and as a result, the municipality provides poor services. Non-payment continues to pose a detrimental threat to municipalities especially municipalities that are struggling to raise their revenue. Poor debt collection and the increase in outstanding debts year on year is testament to the fact that municipalities are facing a challenge in the collection of outstanding debts. It is therefore imperative that the political and administrative leadership takes ownership of the debt management processes and enforces their policies in municipalities. If municipalities are not able to collect the revenue generated from services, then the rendering of the services becomes unsustainable.

Municipalities are tasked with using resources to answer to the needs of their communities for infrastructure, local services such as water, electricity and refuse removal and enabling and guiding the spatial development of their localities. Addressing the challenge of non-payment requires not only interventions aimed at promoting greater levels of payment by consumers, but also perhaps more importantly improvements to municipal service delivery and administrative processes.

CHAPTER FOUR

SERVICE DELIVERY PROVISION IN SOUTH AFRICA

4.1. INTRODUCTION

The South African government is made up of three spheres of government, namely the national, provincial and local government sphere (Thornhill, 2011; Mazibuko-Madalani, 2016 and Oelofse, 2010). According to the Constitution of the Republic of South Africa 1996, the three spheres are distinctive, interdependent and interrelated. Thornhill (2011:45), stresses that it is the responsibility of the three spheres to utilise their powers and policies to ensure that service delivery is effective and to operate as a single system of cooperative government for the country. Internationally, service delivery is noted as a term used to denote the rendering of basic services such as water, sanitation, refuse removal, housing, electricity, and infrastructure. In the South African context, it is the responsibility of the Local Government to render such services to the citizens. Local government in this instance serve as the grassroots governance and local democracy because it is close to the people and more importantly it is directly exposed to service delivery needs from the people.

In terms of section 152 of the South African Constitution of 1996, local government is the fundamental root for effective service provision. Local government is mandated, among other things, with guaranteeing the provision of basic services to communities in a maintainable manner, endorsing social and economic development, and promoting a safe and healthy environment (Constitution, 1996). Therefore, the South African Municipalities play a huge role in contributing to poverty alleviation and economic development of poor household through the provision of basic services in South Africa.

According to Peters (2011b:3), however, provision of these basic services depends on two important factors, which are revenue from the national government which comes as local government equitable share allocation and conditional grants while the other

one is the municipality's own revenue which is composed of tax levies, fines, charges from utilisation of electricity, water, refuse removal and usage of municipal facilities as parking and halls. Below, the notion of service delivery is explored, the legislative frameworks regulating service delivery, the principles guiding service delivery and the challenges halting service delivery are discussed further.

4.2. LEGISLATIVE FRAMEWORK AND POLICIES REGULATING SERVICE DELIVERY IN SOUTH AFRICA

Public service delivery is about satisfying the basic and important needs of the communities that have been identified through extensive consultation especially those living in poverty, inequality and the previously disadvantaged citizens. It is the responsibility of all government institutions, irrespective of whether they are in the national, provincial or local government sphere, to be involved in the rendering of services through taking into consideration the needs of the people. Meeting the basic needs of the people is one of the key policy programmes of the Reconstruction and Development Programme (RDP).

4.2.1. The Constitution of the Republic of South Africa, 1996

According to Monyakane (2007:66), the Constitution and the Batho Pele Policy requires that public administration serve the best interest of the public needs. The Constitution further gives mandate to the local government as the closest government to the people to ensure that it delivers services to the citizens. Moreover, it also gives guidelines on the quality and type of services to be delivered. According to the Constitution of the Republic of South Africa, 1996 services rendered by the government must be of high standard, promoting and maintaining ethics. It further emphasises that the services must be provided honestly, fairly, equitably and without any form of biasness. It is furthermore, important that the services provided are accessible, affordable, user-friendly to people with physical impairment and have value for money.

4.2.2. The White Paper on the Transformation of the Public Service, 1995

In line with these Constitutional principles, the WPTPS calls on all national and provincial departments to make service delivery a priority. The WPTPS also provides a framework to enable national and provincial departments to develop departmental service delivery strategies. These strategies will need to promote continuous improvements in the quantity, quality, and equity of service provision. Chapter 11 of the WPTPS requires national and provincial departments to identify, among other things: a mission statement for service delivery, together with service guarantees the services to be provided to which groups and at which service charges in line with RDP priorities the principle of affordability and the principle of redirecting resources to areas and groups previously under-resourced.

The redirection of human and other resources from administrative tasks to service provision, particularly for disadvantaged groups and areas; financial plans that link budgets directly to service needs and personnel plans; potential partnerships with the private sector, non-governmental organisations (NGOs) and community-based organisations (CBOs) which will provide more effective forms of service delivery; and the development, particularly through training, of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability.

The WPTPS specifies, further, that in order to ensure that service delivery is constantly improved, national and provincial departments will be required to outline their specific short, medium and long-term goals for service provision. They will also be required to provide annual and five-yearly targets for the delivery of specific services and will be required to report to their respective national and provincial legislatures on their achievements.

4.2.3. Local Government: Municipal Systems Act, 2000 (32 of 2000)

The Act regulates specific responsibilities and requirements for all municipalities in South Africa which include:

- Ensuring that the needs of the citizens are a first priority
- To promote the local economic development of every community
- and ensuring that all members of the local community have access to basic services without discrimination of any form.

Basically this Act, advocates for a discrimination-free service delivery and the promotion of the sustainable economic growth within the communities. The Act further encourages an overall wellbeing of every citizen.

4.2.4. White paper on the Transformation of the Public Service Delivery, 1997

This document aims to address the need for a specific policy and criteria for the transformation priority, transforming (public) service delivery. It also provides the policy and criteria (principles) which would enable national departments and provincial administrations to develop departmental service delivery strategies. Departments and provincial administrations need to develop strategies to promote continuous improvement in the quantity, quality, and equity of service provision. Among other things, such strategies will need, according to Chapter 11 of the WPTPS, to identify a mission statement for service delivery together with service guarantees, the services to be provided, to which groups, and at which service charges in line with RDP priorities. The notion of affordability and the notion of redirecting resources to areas and groups previously under-resourced service standards defined outputs and targets and also performance indicators.

Government should benchmark against comparable international standards, monitoring and evaluation mechanisms and structures intended to measure progress and introduce corrective action, where relevant plans for employment, human resource development and organizational capacity building will be designed to meet service delivery needs. The Act promotes partnership between government institutions and the private sector companies, the civil society organisations and Community Based Organisations which provide more effective forms of service delivery. Again, the Act promotes that civil servants get developed through workshops, training most importantly regarding customer care and approaches that are sensitive to race, gender, and disability.

4.2.5. The Public Service Regulations, 2001

The public service regulation emphasizes the issue of Service Delivery Improvement Programme, which is also mentioned in the White Paper on Transforming Public Service Delivery, 1997. This policy specifies that the departments are expected to develop a Service Delivery Improvement Programme. Part C.1. of the policy states that an executing authority shall establish and sustain a Service Delivery Improvement Programme for his Department through the following:

- To specify the key services to be provided to diverse types of citizens as identified by the department.
- Containing consultation arrangements with the department's actual and potential customers.
- With due regard to the customers' means of access to the services and the barriers to increased access thereof, specifying the mechanisms to be utilized to remove the barriers to access to services.
- Demonstrating the standards for the main services to be provided.
- Comprehending arrangements as to how information about the department's services is to be provided and specify a system or mechanism for complaints. Considering the aspects that the Service Delivery Improvement Programme should encompass are linked to the principles of service standards, consultation, access, information, and redress.

4.2.6. White Paper on Local Government, 1998

White Paper institutes the foundation for a new developmental local government system, which is dedicated to working with voters, assemblies and communities to produce viable human settlements which provide for a decent quality of life especially the indigent communities. White Paper on Local Government Act promotes an effective and efficient service delivery. Pravin Gordan regards this legislation as the mini-constitution because it regulates municipalities, the legislation provides for how the municipality must operate daily. One of the core business of this act is to ensure that the government serves the interests of the people, through the municipality as the closest compound that the government can use to ensure that people get access to

basic services (Govender, 2016; Phiri, 2015; Madumo, 2016 and Oosthuizen and Thornhill, 2017).

4.2.7. White Paper on Transforming Public Service Delivery, 1997 (*Batho Pele Principles*)

The White Paper on the Transformation of the Public Service (WPTPS), was published on 24 November 1997, sets out eight transformation priorities, amongst which Transforming Service Delivery is the key. This is because a transformed South African public service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens. Refining service delivery is, therefore, the ultimate goal of the public service transformation program. The central fundamental existence of the White paper on local government 1998 is a local government that is developmental and transformational. In terms of the White Paper on Local Government the developmental local government is the government which interacts with the communities effectively to come up with lasting channels to ensure sustainable socio-economic and physical needs and to improve the quality of lives of the society. The White paper on local government serves to strengthen South Africa's democracy, policy formulation and policy implementation. An enabling environment in governance endorses development and capacity building in the previously disadvantaged communities.

The purpose of this White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. This White Paper is primarily about how public services are provided, and specifically about improving the efficiency and effectiveness of the way in which services are delivered. It is not about what services are to be provided - their volume, level, and quality - which is a matter for Ministers, Members of the Executive Councils (MECS), other executing authorities and the duly appointed heads of government institutions. However, their decisions about what should be delivered will be improved as a result of the Batho Pele approach, for example through systematic consultation with users of services, and by information about whether standards of service are being met in practice.

4.2.7.1. The Outline of Batho Pele Principles

The South African government introduced the Batho Pele principles which strive to encourage the public officials to become service orientated, to ensure that they perform their duties with excellence and commit to effective service delivery. According to the White Paper on Service Delivery 1998, when municipalities choose the services to render to their communities, the choices must be guided by the following principles such as accessibility, affordability, courtesy, information, redress, quality of services, accountability, integrated development plan, sustainability, value for money, promotion of competitive local economy development and industry and to promote local democracy.

The “Batho Pele” are Sesotho words which means People first. The purpose of this regulation is for the government to always consider people first whenever planning and making decisions regarding the welfare of the citizens. Adherence to these principles will guarantee the provision of excellent services that meet the people’s needs and expectations, enhance customer satisfaction, while upholding the government’s promise that access to decent public services is no longer a privilege to be enjoyed by a few, but the rightful expectation of all Citizens. The principles are further outlined below:

4.2.7.2. Consultation

Through consultation, the government is expected to consult all stakeholders and the citizens on the issues regarding service delivery. All the affected parties should be engaged in what the government aims to deliver, the quantity and also the time frames of all the possible projects to be delivered by the government. Consultation is enabled through campaigns, workshops, *Imbizo*, media channels and through social network platforms. Monyakane (2007:66), asserts that consultation encompasses a regular and systematic consultation and if a need arises the communities must be engaged about the past, present and potential development. Government can further consult with the people through the interviews, client surveys, meetings with the client representative organisations such as NGOs and CBOs. When consulting with the public, citizens should not feel coerced to participate but rather it be out of willingness and be allowed to partake anonymously.

4.2.7.3. Service standards

It is of importance that the standard of services is measurable and easily enable the citizens to judge whether they are receiving the services with the promised standards. According to Krishnammoorthy and D'Lima (2014), service standards should be benchmarked against international standards and be competitive internationally because benchmarking as a tool assists to position the services delivered with the market place standards. Citizens expect service delivery that has a high quality from the government, hence that becomes the priority of the government to provide high-quality services to its citizens. Which is a challenge in the democratic governance because of compromised quality that is being provided by the service providers on behalf of the government. The government is facing a challenge of corruption which is one of the reasons why services are being compromised. Poor service delivery is caused by selection of tenderpreneurs that do not have experience in the services selected on and service providers that compromises quality of services to get a marginalized profit.

Service standards can be ensured through service charters which enables service providers and the citizens to be on the same understanding through outlining the policies and that will help the citizens in understanding the services to be provided to them by the government. Another method that is used to ensure service standards are, service standards booklet and service level agreements. When all the mentioned methods are applied, they ensure the quality of standard to be met by the service providers. The services provided should promote the local economy of the communities and develop an environment that will create employment for the community members (Travers, 2012:10). The conducive environment for economic development attracts investors and that will promote the local economic development of the municipality. Municipalities may provide services but without a need from the communities, the services will be irrelevant to the communities.

It is the responsibility of the municipality to ensure that the services rendered are affordable to all citizens including the poor. Municipalities are mandated by the Property Rates Act 06 of 2004 to impose tariffs on services in order to have a successful revenue collection but if the services are expensive, they will only be useful

to those who can afford side-lining the poor. Municipalities must ensure that services are affordable whilst not crippling the municipal fiscus. The tariffs or levies should balance with the economic viability of the municipality and the ability of the poor to access the services.

4.2.7.4. Courtesy

For the government to ensure courtesy in its society, it must see to it that it treats its clients with politeness and a considerate behaviour, which is a challenge to most of the public servants that get to engage with clients (citizens). The society is always complaining of how they are being ill-treated by the public officials in government, which is against the White Paper on Service delivery. According to Ngidi and Doramasy (2013:40), courtesy can be visible when the public officials treat people with courtesy and consideration. This is practically visible when the public officials are more considerate to the elderly, the pregnant, physically impaired and those in critical state of health. Monyakane (2007:67), stated that to ensure courtesy the behaviour of the public officials should be professional and not only be polite to the citizens but also to put themselves in the shoes of the clients so that they can offer services that themselves would love to get. Courtesy has requirements that carry patterns of being friendly to the clients in a manner of greeting, addressing and introducing yourself to the clients.

4.2.7.5. Access

Batho Pele principles emphasises on access to control inequality that exists in service delivery. This can only be done by closing the gap between the first class and the third class within the citizens and to fix the disadvantages of existing obstacles to access. Access must be granted to everyone regardless of gender, race, sexual orientation, background and physical appearances. The government also in that the citizen has equal access to all the facilities, it should mobility means to those in remote areas where geographical factors are a challenge and the lack of infrastructure. The majority of the South African population was deprived service delivery because of lack of access during the Apartheid Era. It is the responsibility of the municipality to ensure that services are rendered to all citizens regardless of race, gender or sexual orientation. All citizens must at least have access to minimum level of services. Where

there are no services, the municipality must develop new infrastructure, rehabilitation, and upgrading of the existing infrastructure (National Treasury, 2013:101).

It is the responsibility of the government to ensure that all citizens have access to all the channels that they are entitled to equality. The government ensures through decentralisation of services, extension of operating hours, ensuring that all the indigenous languages are being represented in all its offices. It is of the utmost importance that the government delivers services that are accessible to all citizens including those living with disabilities, and those who were previously socially and culturally disadvantaged including the provision of advanced infrastructure bearing in mind that access promotes administrative justice and preserve the human rights. Services rendered should be relevant to meet the needs of the communities, be convenient, ensure safety, long-lasting, responsive to the users and not a danger to the ecosystem (Akadiri, Chinyio and Olomolaiye, 2012: 12).

4.2.7.6. Information

Citizens should be well informed about the public services they are entitled to receive for an example, information be made available on notice boards, flyers should be made available to those who can see and those who are facially impaired and those that are blind should get them in a form of braille. All service desks should have information in all indigenous languages. By doing this, it becomes easy for the society at large to understand and raise queries where due and give input. With the advancement of technology the government also has social media platforms where it interacts with the society, social media such as Facebook, Instagram, and Twitter. This has enabled the public and government to interact daily in the most effective manner. Information in government is also dispersed through weekly newsletters and again by induction and training given to all new employees.

4.2.7.7. Openness and transparency

Citizens should be told how the government operates; at what cost and who is responsible for what. The White Paper on Transforming Service Delivery, 1997 stated that openness and transparency are the hallmarks of a democracy. When there is

openness and transparency in government, it becomes difficult for the corrupt officials to create fraud and other maladministration actions such as nepotism. Furthermore, openness and transparency strengthen how the public relate to the government. When the government is open and transparent in all its aspects, the society develops trust in the government. Thus, creating a conducive relationship between the public and the government. Transparency is one of the most important principles to be adhered to by the public officials to ensure an effective and interactive governance in the country. Municipal council remain responsible for every service delivered to the communities and also to ensure that services are affordable and accessible to everyone.

4.2.7.8. Redress

This is a method that the government uses to record all the dissatisfaction from the public and find way to solve them. This is done through suggestion boxes and customer dissatisfaction questionnaires. This enables the government to respond to all the complains and suggestions brought forward to the government by the public. If the government fails to deliver on its promised services, it should go back to the citizens to apologise and give full explanation and a solution.

4.2.7.9. Value for money

The government is expected to deliver services that are economically viable so that the citizens can get services that are satisfactory and match the standards of the value of all the expenses that were incurred in delivering them. This can be ensured by intensive internal financial control of all the budget. Although it is not easy currently to say that the services provided matches the value of the money spent on it, because of corruption and services that are not of good quality. It is therefore important for the government to ensure that all the services are rendered. Ngidi and Dorasamy (2013:41), asserted that citizens should be provided with services that are economical and efficient in order to give the citizens the best possible services with value for money.

To account for value for money, the quality of the services should match the expense spent on delivering the service and the services should be effective and be able to generate income if they are meant to contribute to revenue of the municipality (Van Weele, 2010:03). Local government must promote the democratic values and

principles outlined in the Constitution of the Republic of South Africa including the principles in section 195 (1). Local Government: Municipal System Act, 32 of 2000, established a broader range of internal and external service delivery mechanisms which municipalities must use to provide services to their communities. The Act also offers processes and procedures which municipalities must follow when providing municipal services. In general, the ongoing services need a municipal system that support sustainability, including both the financial practicality and socio-environmental resources (Middleton, Goldbatt, Jakoet and Palmer, 2011:8).

4.2.8. White Paper on Municipal Service Partnerships, 1999

After the Ministry of the Department of the Provincial and Local Government had witnessed the challenges befalling service delivery in municipalities, it introduced the White Paper on Municipal Service Partnerships (MSP). Which regulates how the municipalities partner with private companies to deliver services on their behalf. The paper provides for the type of contracts to be used and procurement conditions to those who will be rendering service. The legal authority of the municipal council on MSP is also defined, and also the involvement of the Community Based Organisation CBOs and Non-Governmental Organisations since some CBOs and NGOs may also bid to tender for services. The main purpose of this paper is to ensure that citizens get services in a manner which is effective and proactive. According to Ubisi (2017:29), the South African government just like many other democratic countries outsources rendering of goods and services from government service providers.

If MSP arrangements are well structured and properly implemented, they are one tool that can lead to significant improvements in the efficiency of service delivery. Greater efficiency means that significantly more services can be delivered while still remaining within the council's overall budget limits.

The main purpose of government to partner with private companies to render services is because the government wants the private companies to deliver cost-effective services, to meet the demands of the public, to indirectly create employment and deliver satisfactory services. The partnership that is created between government and

service providers is administered by the tendering system. Government partner with private companies to speed up service delivery. According to Matibane (2010:26) partnership in government has become a noticeable feature of public service provision. There are three types of partnerships under the Municipal Service Partnership, namely;

- **Public-Private Partnerships:** This is a contract between a municipality and an individual, independent company or an enterprise.
- **Public- Public Partnerships:** it is a partnership between two municipalities or a partnership in which both the members of the partnership are public sector entities.
- **Public NGO Community Partnerships:** it is a partnership between the municipality and civil society organisations such as Community Based Organisations CBS and National Government Organisations NGOs.

4.2.9. National Development Plan

The National Development Plan is a long-term plan that was established during the year 2012 by the South African government, the plan bearers the vision that should be carried out by 2030. NDP is a plan that has envisaged a successful future for the country. According to the NDP Vision 2030, there should not be any citizen that has no access to services, there should not be anyone who still go to bed without a meal, by 2030 citizens should be employed and South Africa is the country that is united and working together to uphold the Constitution of the Republic. NDP envision South Africa by 2030 as a country with a conducive environment that allows citizens to develop and be free without being oppressed by socio-economic challenges. In terms of Vision 2030 citizens should be appointed on the basis of having relevant positions for the available posts, and that employment should be made on merit. According to the NDP BY 2030 South Africa must be free from poverty, poor health, dilapidating education standards, inequality, unemployment, absence of road infrastructure and poor service delivery.

The NDP does realise that transforming the country will need everyone united with the same vision to uphold vision 2030. For all the objectives to be met, there should be

economic growth that will be beneficial to South African citizens. The NDP is built on six foundation factors which are:

- South African uniting to fight poverty and inequality.
- Citizen activism an interest in the day to day operation of the government, strengthening the relationship between the government and the communities.
- Growing economy, strong international relationship with the investors.
- Embracing the capabilities of the citizens and the country, capabilities such as skills, infrastructure, social security, powerful institutions and good relationship with the international nations.
- Building a transformed developmental country, having transparent and accountable leaders that work with the masses to take South Africa to new heights.

4.2.10. Integrated Development Plan 5 (Years)

The Integrated Development Plan (IDP) is a plan that grants an overall structure for development in a municipality. The aim of an IDP is to synchronize the operation of the municipality and other spheres of government in assisting each other to deliver services that are economically effective and successful. The IDP is a five-year plan that the municipalities utilises for policy implementation, service delivery and also to link service delivery with the allocated budget within the municipality. The municipality uses the IDP as a monitoring tool that assists the municipal officials to check their development progress and also to monitor projects at hand. It is also used as a referral and a tool used to plan for the future. Hence the IDP is reviewed annually to allow the municipal officials to keep record of their progress and challenges occurred so that changes may be affected if there may be need for changes.

4.2.11. Accelerated and Shared Growth Initiative South Africa (2006)

The South African government continues to experience quite a number of social policy challenges, such as inadequate service provision, poverty alleviation, inequality, and unemployment. The ASGISA was established in 2006 after the democratic government had already established Reconstruction Development Plan and Growth, Employment and Redistribution to deal with all the social-economic challenges that were inherited from the apartheid government. The same with other policies that did not see the end of the day, RDP and GEAR also had a share of challenges which led to the development of ASGISA. Amongst the few challenges that were encountered when implementing the RDP and GEAR were lack of financial support, development-driven catalyst, poor coordination between institutions.

The fundamental objectives of the ASGISA were to provide services to the poor in the most possible effective way, to eradicate poverty, grow the South African economy, to reduce the national debt and to give effect to the socio-economic right in the Supreme law of the country. One of the ASGISA successes was the ability to reduce high levels of government debt to low levels and its ability to stabilise inflation. During the Cabinet *Lekgotla* in July 2002. The former president Thabo Mbeki contended that the challenge facing the government was not to change government policies but to ensure that the policies are implemented effectively, which then will result in a positive transformation. ASGISA projected that if the economy grew by 6% by 2014, it would have halved all the socio-economic challenges that the country is faced with.

The other challenge that is encountered in the country is lack of skills amongst the citizens which makes it difficult for the unskilled citizens to be employed, but it is believed that when the economy strengthens, more intensive labour opportunities will be available which will give chance to the unskilled to be hired. The other method that the ASGISA uses to eradicate unemployment is through the promotion of small businesses and encouraging investments. GEAR is a macro-economic policy established in 1996 to reform the economy and to bring about new strategies to transform the economy in a manner that will promote the health and welfare of the citizens, to improve the state of education, land reforms and housing infrastructure.

The objective of Gear as the monetary policy is the preservation of financial stability and to diminish the inflation rate.

4.2.12. White Paper on Human Resource Management in the Public Service, 1997

This points to the need for managers with updated managerial skills, who can develop policy and enforce implementation of such policies so that service delivery is guaranteed. Human resource management plays an integral part in service delivery because the type of people that will ensure that services are delivered are recruited through a human resource management system. Section 8 of this paper states that human resource management needs to undergo through a fundamental transformation to:

- Increase delegation of management responsibility and powers to national departments and provincial departments and within departments, the delegation of day to day management decisions to the line managers to ensure a smooth operation and delivery of services.
- Develop a service delivery-oriented, multi-skilled and multi-cultural workforce.
- Continue the zeal for efficiency and effectiveness in the public service.
- Create a flexible environment that considers both the operational needs of the organisation and the needs of the employees.

4.3. SERVICE DELIVERY IN THE SOUTH AFRICAN LOCAL GOVERNMENT

Service delivery in the context of local government is the provision of municipal goods, benefits, activities, and satisfactions that are deemed public, to enhance the quality of life in local jurisdictions. Within this framework, particular reference is being made to the discharging of municipal services, which can either be tangible or intangible. The former refers to the provision of municipal services that are construed as being visible to local communities, such as, inter alia, public housing, roads, water and sanitation systems, and public transport, whilst the latter refers to services that are regarded as being essential, but not necessarily visible, such as public drainage and sewage systems and public-safety standards (Reddy, 2016; Ndudula, 2013)

After 25 years of democratic dispensation, South Africans still find themselves battling with a lack of service delivery. South Africa inherited service delivery bottlenecks from the apartheid regime (Govender, 2016; Pretorius and Schurink, 2007), hence when South Africa got democracy, many got hopes and believed in the then newly elected party that was sworn into leading the country. Many believed that there will be job creation, poverty alleviation, economic development and the effective provision of basic services. The delivery of basic services is at the heart of a number of election campaigns where government provides services, not because they are obliged to do so but rather as a way to secure votes from the public (Ndlovu, 2016). When South Africa acquired democracy, there was an urgent need to deliver services to those who had no access to basic services (Tsheola and Sebola, 2012:228).

Unfortunately, it did not happen as citizens expected. Mpehle (2012:214), perceives the progress of service delivery moving at a pace of a snail. According to Tsheola and Sebola (2012:247), the bottlenecks of service delivery did not change when the population increased. Section 195 (1) (d) of the Constitution of the Republic of South Africa clauses states that service delivery must be delivered impartially, fairly, equitably and without bias. Therefore, the government must ensure that it provides all the services as stipulated in the Constitution. Just like any other country that got democracy, South Africa was not immune to corruption. Kanyane (2010:77) argues that corruption has unsettled the ambition of the democratic government to restructure and improve the country.

Corruption has been proven to be one of the factors that makes service delivery to be stagnant in the public sector, instead of the government to continue serving the people effectively, the government is coming up with measures to combat corruption which is becoming visible in each day. According to Sebake and Sebola (2014:747), if South Africa submits to corruption it will be doomed for the economic downfall, which the country has experienced already.

4.4. SERVICE DELIVERY SCHEDULES ACCORDING TO LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT (WHICH CATEGORY IS RESPONSIBLE FOR CERTAIN SERVICE)

Monkam (2011) and Madumo (2018), stated that local government in South Africa is partitioned into three categories in terms of Section 155 (1) of the Constitution of the Republic of South Africa, namely the category A, category B and Category C. The three categories of the municipality, each has specific services that they render to the public. The three categories of municipalities differ in constituency and in powers. The main purpose of the municipalities is set out in section 155 of the Constitution and it is generally to structure and manage their administration, budgeting and planning process to give priority to the basic needs of the community. The responsibilities are further clarified below with the support of legislative frameworks.

4.4.1. Category A Municipality (Metropolitan Municipality)

Metropolitan municipality is a municipality with exclusive executive and legislative authority in its area, and which is described in Section 155 (1) of the Constitution as category A municipality. According to Monkam (2011), category A municipality exclusively cover large urban areas and are granted executive and legislative authority in these areas. Metropolitan areas are therefore a cluster of towns incorporated into one large metropolitan government.

4.4.2. Category B Municipality (Local Municipality)

Category B municipality covers smaller and medium-size jurisdictions located primarily in urban areas. According to Section 155 (1) of the Constitution of the Republic of South Africa a local municipality shares municipal executive and legislative authority in its area with a district municipality within whose area it falls.

4.4.3. Category C Municipality (District municipality)

According to Madumo (2015:155), category C municipality, geographically covers several local category B municipalities and have executive and legislative authority in

an area that includes more than one municipality. According to Monkam (2011), districts are responsible to coordinate Integrated Development Planning (IDP) for the entire districts and are required to provide services on behalf of weak category B municipalities situated within the district boundaries especially in rural. In terms of the Local Government: Municipal Structures Act, a district municipality is responsible for key service delivery areas such as

- Portable water supply to the local municipalities within the district.
- Bulk supply of electricity including the transmission, distribution and where applicable the generation of electricity.
- Domestic waste and sewage disposal system.
- municipal health services
- Provision of municipal roads which form an integral part of a road transport system for the area of the district municipality as a whole.
- Regulation of passenger transport services
- Establishment of municipal airports services for serving the area of the district municipality
- The district municipality is responsible for planning, coordination, and regulation of fire service (specialized fire-fighting services as mountain fire, veld fire and chemical fire services) and also training of fire officers.
- promotion of tourism within the district.
- The establishment, conduct of control fresh produce markets and abattoirs serving the area of a major proportion of the municipalities in the district.
- It is also the responsibility of the district municipality to have public works relating to any of the above-mentioned works and any other function assigned to the district municipality.

In terms of Constitution of the Republic of South Africa, it is the role of the district municipality to support and capacitate local municipalities to empower local municipalities to deliver and sustain the provision of services in their area of jurisdiction and also to promote the economic development in the district because sustainability of service provision is dependent on a productive local economy. The White Paper on Local Government 1998, has stated that that the district municipality must fulfill district integrated development planning as a constitutional command of all local

municipalities, to serve as a structural development agent, to provide technical assistance to local municipalities within its territory.

4.5. SERVICE DELIVERY CHALLENGES

Service delivery is basically described as the distribution of basic resources that the citizens depend on, such as water, sanitation infrastructure, electricity, roads, land and housing (Chen, Dean, Frant and Kumar, 2014). Service delivery challenges are a global concern, they come in various ways but they all have one thing in common, which is to cause a delay or failure of effective service delivery. Below numerous challenges facing service delivery are discussed and backed by literature from different scholars.

4.5.1. Political interference

The Department of Cooperative Governance and Traditional Affairs (2009:12) traces the failure of local government service delivery in political parties that interfere in the processes of service delivery to push their own interests. It is no furtive that political parties are continually overheads to be seen as powerful than others. Madumo (2016) and Phiri (2015), assert that the encouragement of politics in organisational functions in a municipality causes interruptions in the delivery of services.

According to Cameron (2010) and Sebake and Sebola (2014), political interference may consist of the efforts of scheming the operations of government through the nepotistic methods of recruitment, cadre deployment where fellow compatriots and family members and friends are hired. Such recruitment practices are not done on excellency and they are influenced by individuals who have access to the political network and they have a bad impact on service delivery because the recruited family members and friends might not have relevant skills. Thus, also promoting corruption. According to Mafunisa (2003), politicised bureaucracy model contends that elected office-bearers have an obligation to regulate the public service. This means that there is no difference between politics and administration. Political parties enforce administrative decisions on administrators. The model also suggests that compensation and recruitment are made on the foundation of blind loyalty to the ruling

party by public officials, and not on the basis of the fairness system. A relevant example of this model is the Cadre Policy and Development Strategy (1997) of the ANC.

The aftermath of cadre deployment results in, poor service delivery, polluted administration, lack of accountability and transparency and looting of government resources in form of financial resources, hence South Africa has a high rate of corruption (Thebe, 2017:133). Mafunisa (2003) further noted that the political recruitment of seniors in government is supported by the Constitution of the country, now the challenge is on how to ensure that political affiliation and political superiority do not affect the administrative part of government on service delivery. Chafaka (2015) stressed that the fact that there is no crystal distinction between political party and government, that has greatly created a lot of mayhem in as far as service delivery is concerned. Lambright (2014) states that political interference brings about adverse ramifications on service delivery, for instance, the manipulation of administrative decisions by political parties.

Lambright (2014) further mentioned that in Uganda, political interference in local government is associated with worse local government performance. Masondo (2011) of Sunday Times reported that municipalities lose millions of rand because of political interference. Masondo further conveyed that contradictions between the head of administration and politicians start when political officials abuse their powers. It is quite demanding to be the head of administration in local government because of political interference in administrative matters of the municipality. Pretorius (2017:31), asserted that political interference corrupts, incapacitates and destroy and institutions.

4.5.2. Poor financial management

The ability of local government and municipalities to successfully maintain financial sustainability has become dominant in South Africa and across the African continent to achieve effectual and appropriate service delivery (Oosthuizen and Thornhill, 2017:1). Poor financial management in South African municipalities is a well-known factor. Auditor- General has stressed that many municipalities do not properly record how finances are utilised and managed, in 2010/2011 financial year only 13 out of 283 municipalities got clean audit outcomes. The absence of suitable financial

management leads to most of the glitches recognised by the Auditor General of South Africa as the nature and grounds for qualified audits. Other difficulties include a failure to conform with the adequate accounting standards, an incomplete fixed asset register and a failure to reconcile the register with underlying supporting schedules (National Treasury, 2000). But the main unswerving danger to the sustainability of a municipality is a failure to collect and adequately measure revenue. Another challenge is having accounting officers who fail to take reasonable steps to prevent irregular, wasteful or fruitless expenditure (Section 1 of MFMA). Lack of will in municipal officials contributes to mishaps in the day to day operation of the municipality.

Municipal officials need to have passion and commitment for the work that they perform daily to ensure effectiveness, accountability, transparency and to ensure that the municipality preserve their importance and service delivery. According to Infrastructure News and Service Delivery (2013) and Oosthuizen and Thornhill (2017), effective financial management is critical to any organisation be it public sector or private sector. From a local government perspective, a lack of comprehensive financial management will have a direct hostile impact on service delivery as there is a robust correspondence between sound financial management and effective service delivery. After continuous results of negative audit outcomes in South African municipalities, the office of the Auditor General of South Africa (AGSA), together with the South African Institute of Chartered Accountants (SAICA) and Deloitte Learning Alliance (DLA) has established a programme intended at capacitating municipal financials to enable them to meet minimum competencies (SAICA, 2013; Infrastructure News and Service Delivery, 2013).

4.5.3. Corruption

According to the Independent Broad-Based Anti-Corruption Commission (2011) and Sebake and Sebola (2014), corruption is any illegal activity that involves a public figure or an officer, which includes the misuse of public resources as financial resources, overuse of power and dishonest performance of functions by officials. Corruption occurs in all spheres of government be it national, provincial and local government sphere and it transpires in a form of theft, conspiracy, blackmail, document

manipulation, accepting and posing bribes, scam, embezzlement and misuse of information (Mantzaris, 2014; IBAC and Organisation for Economic Cooperation and Development, 2014). Opperman (2014), regards corruption as number one common enemy as it affects everyone's lives globally. Ngwakwe (2012), likens corruption in Africa to a deadly disease 'Cancer' to show its endangerment. Sebola (2012:409), asserted that one of the threats to effective service delivery is corruption that occurs in various forms within the public sector. In their paper Sebake and Sebola (2014:744), supported that corruption is one of the factors that delay development in government and it also slows down service delivery.

It is no furtive that corruption is multifaceted by nature and secretive, but the aftermath is seen in the light, because of their crucial effects on the citizens and the operation of the organisations (Managa, 2012:4). Corruption has detrimental consequences on government, as government loses millions of rand in South Africa due to corrupt officials. The after-effects of corruption are damage to employee morale, negative audit outcomes on organisations, poor performance and stakeholders' interactions, poor service delivery, service delivery protests and increased scrutiny, oversight and regulation of the organisation (OECD, 2014:7). Blind (2006:4), further added that corruption in government leads to the decrease of community's confidence in public authorities.

Mantzaris (2014) and OECD (2014), concurred that corruption is more rooted in developing countries in procurement transactions more than anywhere else. Because it is in the procurement section where finances are available and the officials find ways to benefit themselves by manipulating the financial transactions and tendering system. Globally there has been establishment of anti-corruption agencies, various policies and approaches to try to fight and prevent corruption in procurement both in the public and private sector. The government has, in its commitment to fight corruption, established various anti-corruption agencies, developed a number of programmes and introduced numerous legislative frameworks. Furthermore, Gumede (2011:15), stated that corruption in South Africa has been so widespread, unless it is decisively tackled in this governing term, it will end up being a norm for South Africans. And once it becomes a tradition it will be hard to eradicate it. Gumede (2011:15), further stated that new government inherited corruption from the apartheid system where the whites were only looking out for themselves, so this has transpired into the democratic

government where one can see leaders accumulating much and stealing from the poor.

4.5.3.1. Causes of corruption

According to Mantzaris (2014:71), situations that leave an opportunity for corruption to occur are, poor transparency, lack of accountability, weak systems, conflict of interest, sudden tenders, seeking justification to bend rules, multi-jurisdictional corruption (deals between different countries, for instance arms deal), weak internal controls and failure to implement the measures that are supposed to be applied when an official is involved in corrupt activities. According to Gumede (2011:16), amongst all types of corruption in the country, political corruption tops them all because it is the one that creates a conducive environment for other corruption.

As a result, such an environment obstructs any effort that government introduces to combat corruption. World Bank (2010) supported the above statement by mentioning that corruption by senior political leaders encourages corruption on a broader scale and once it has spread influences junior officials who end up neglecting their duties. For example, a nurse is on lunch for long hours whereas patients are queueing up, teachers neglecting learners and failing to attend classes regularly, the consequences of such behaviour can be detrimental.

4.5.5. Inequality and Poverty in South Africa

Inequality as spread by South Africa's Apartheid regime remains a dominant challenge for the new democratic government (Madumo, 2016:82). According to World Bank (2016) and Franks (2014), reducing inequality and poverty remains a foundation in South Africa since the democratic dispensation. Therefore, the government introduced policies (RDP, NARYSEC, ASGISA and the NDP) to combat these challenges. The government has committed itself to poverty alleviation through fiscal policy, where the equitable share is shared among the three spheres of government to help in combating poverty in all levels and capacities. According to Lehohla (2017:14), poverty has risen from 53,2% in 2011 to 55,5 in 2015, meaning that 30,4 million people are living in poverty in South Africa. The major contributory factors of the increase in poverty rates between 2011 and 2015 were the rough economic roller-coaster, where the economic

growth was low, unemployment was high, population growth and policy implementation failure. A municipality's revenue viability depends on the economic wellbeing of the citizens within the jurisdiction of the municipality. The likelihood of a municipality to generate a steady stream of revenue is high when a sizable proportion of its population is not in poverty and is employed (Ncube and Monnakgotla, 2016:89).

4.5.6. Political Infighting

When a municipality faces challenges that might have an impact on the livelihood of the communities to whom it is expected to provide services, this is likely to influence the relationship between the community and the municipality. In recent years, there has been considerable intra-political infighting (Dlamini, 2017:3). Political infighting involves a clash between the mayor and deputy mayor, municipal manager, the municipal council, the administrative staff members and the political officials, which affected service delivery to the various sectors within the municipality. Also affected were the budget and resources for services. Mismanagement of funds and intra-political infighting have a considerable impact on service delivery.

Scholars such as Reddy (2013), have published research on assessing the role of political infighting and its impact on service delivery in local municipalities. According to Reddy (2016:3), political infighting and associated clashes between the political and management mechanisms in local government in South Africa have also badly affected municipal service delivery. Moreover, Pretorius (2017:31), stated that political infighting cripples service delivery.

4.5.7. Incompetent Public Officials

As specified by Nengwekhulu (2009) and Mazibuko-Madalani (2016), unskilled labour force in government is another contributing factor to poor service delivery, lack of professional skills such as managers be it financial, personnel or project managers, engineers, scientists and those in technical field does have an impact on how the municipality or government operates. Such different expertise is needed to assist in improving the daily operation of government and of service delivery. Mpehle (2012; 222) supported the notion of the inadequate human capacity. according to Van

Antwerpen and Ferreira (2016), the government fails to deliver effective services because unqualified and unskilled employees are occupying the public offices. Moreover, Kuye (2006:294) believes that for South African government to be able to render services effectively and efficiently there should be transformation in public service. Dau (2010:14) supported by mentioning that there should be restructuring of how the government operates so that it could reach its objectives.

4.6 CONCLUSION

Service delivery continues to be a central real symbolic system part of the actualisation of meaningful life in poverty-stricken areas. Services delivered are meant to be fulfilling to the previously disadvantaged and the poor. However, it is quite evident that after 25 years of democracy, South African municipalities are experiencing difficulties in delivering quality services, hence the spiraling of protest and anger expressed through, violence and vandalism of government infrastructure.

Therefore, it can be concluded from the literature gathered above that local government is facing a huge challenge that needs a serious transformation and implementation of legislative frameworks. Hence the local government is responsible for rendering basic services to the communities and it is without doubt that the municipalities are failing to meet their responsibilities. Non-payment of services in local government is a crucial matter which seeks prompt steps to transform how the citizens perceive the payment of services charges. Local government as the closest sphere to the communities need to be transformed.

The policies regarding local government need to be implemented effectively to ensure compliance with the Constitution of the Republic of South Africa. It is without doubt that the ANC led government inherited service delivery backlogs from the apartheid regime, which brought about inequality, unemployment, and poverty. The apartheid regime was favouring Whites, hence most of the best services were provided in areas dominated by whites in the apartheid era. After the democratic dispensation the newly elected government had a lot to recover, as it had to start rendering intense services to the previously disadvantaged areas.

After two decades of democracy one can attest that the government has rendered service to the citizens but due to external failures such as corruption, political interference, lack of skills, dishonesty and lack of will from public officials and political leaders, the government is constantly failing the country, especially those in rural municipalities because those in rural settings have been exempted from paying municipal services, meaning that the municipalities in rural setting will not have a viable revenue system. Furthermore, all the contributory factors to non-payments and revenue collection has been explored and from that one can conclude that local government is faced with financial challenges regarding non-payments of services and revenue collection.

With corruption being at the centre of all these challenges in service delivery, there are certain areas of development that have been neglected. Area such as talent, skills, expertise, honesty, and hard work is no longer valued. Instead dishonesty, greed, and overuse of power have emerged as powerful and that is undermining all the values that underpinned the struggle for liberation. Corruption as an enemy on the livelihoods of the citizens, has a huge irregular impact on the poor. The consequences of corruption in a municipality leads to failure to provide proper services, such as water, sanitation, houses, effective health facilities and provision of electricity because it diverts all funds that were supposed for development, job creation and poverty alleviation. Corruption weakens the capacity of the government to deliver effective service delivery as expected and mandated by the Constitution.

The following chapter will outline the research design and methodology that the researcher used to collect and analyses data.

CHAPTER FIVE

RESEARCH DESIGN AND METHODOLOGY

5.1. INTRODUCTION

In the previous chapter, the researcher outlined the non-payment of municipal services charges and service delivery in South. Therefore, this chapter will outline the research design and methods that the researcher used to collect data for the study. This chapter outlines the research design that the researcher has chosen, which is the quantitative and qualitative research design, the study area as the main component of the research will be described and also the population of the study is further illuminated. This chapter, furthermore outlines the data collection methods that were utilised, the data analysis, reliability and validity, and ethical considerations.

5.2. RESEARCH DESIGN AND METHODOLOGY

According to Mafuwane (2012:67), research design is a plan that a researcher uses to select a subject for the research, research area and data collection procedures to give answer to the research questions. The researcher indicated in chapter one that qualitative and quantitative methods research design will be used to collect data. The utilisation of both research designs is called a mixed-method research design. A mixed-method research design is being commended for its ability to produce more complete analysis and for complementing each other. A qualitative research design was done through the random administration of questionnaires to the community members from the few selected communities within the Elias Motsoaledi Local Municipality.

The questionnaires were followed by a qualitative detailed interview for the municipal community (the mayor, municipal manager, finance officials, IDP representatives, members of the council and the director of corporate services). The data collected was supported by the inclusion of documents. Thus, to ensure that the information collected is fringed and comprehensive to enable the researcher to reach a sensible conclusion.

5.2.1. Qualitative Research methodology

According to Brynard, Hanekom, and Brynard (2014:67), qualitative research methodology refers to research which produces descriptive data meaning the spoken or written data. Qualitative research techniques comprise small-group participation for investigating beliefs, attitudes, and concepts of normative behaviour. This study employed a qualitative research approach which works with a smaller number of sample from the population in question. Therefore, this research methodology assisted the researcher in gaining an in-depth understanding of assessing the non-payment of service charges in Elias Motsoaledi Local Municipality. The researcher conducted qualitative interviews with the Municipal employees of the Elias Motsoaledi Local Municipality to gather more information on the non-payments of services and its effects on service delivery within the Municipality.

5.2.2. Quantitative Research methodology

Quantitative research concerns things that can be counted. One of its most common applications is the use of statistics to process and explain data, and to summarise findings. In general, quantitative research is concerned with systematic measurement, statistical analysis and methods of experimentation (Fox and Bayat, 2007:7). Therefore, in this study, the researcher used the questionnaires to collect data from the community members. This was done so that the researcher is exposed to the non-payment of services charges, to find out how the community members feel about paying for services and to know more about the knowledge that the community members have regarding the payments of services charges and the impact on service delivery.

5.3. STUDY AREA

5.3.1. ELIAS MOTSOALEDI LOCAL MUNICIPALITY

Elias Motsoaledi Local Municipality is formerly known as Greater Groblersdal Local Municipality. Elias Motsoaledi Local Municipality is found in the Greater Sekhukhune District Municipality in the Limpopo Province, South Africa. The exact location of Elias Motsoaledi Local Municipality is at a small town Groblersdal. The municipality was

named in honour of the late Elias Motsoaledi who was amongst those fighting against the demise of apartheid in South Africa. Elias Motsoaledi is comprised of both rural and semi-urban settings with a population of 249 363. The ethnic group within this municipality are Sepedi, Zulu, Ndebele, Afrikaans and English speaking people. The dominating ethnic group is Sepedi speaking citizens. What attracts tourists in this area are the game farms, fishing at the Lepelle River, cultural and nature-themed lodges. The economic activities taking place are farming both stock and crop, agro-processing, malls, and open mining. According to the Elias Motsoaledi Local Municipality Annual Budget report 2016-2017 to 2017-18, it indicates that the debts from municipal clients have increased from the year 2014 to the current year. The study was conducted in three communities within the Elias Motsoaledi Local Municipality, namely, Motetema, Tambo (Denilton) and Groblersdal.

5.4. POPULATION

Polit and Hungler (1999:278), referred to the population as an aggregate or totality of all objects, subjects or members that conform to a set of specifications. Asiamah, Mensa and Oteng-Abayie (2017:1607), supported the above by defining population as a group of individuals having one or more characteristics of interest. Therefore, in this study the population was drawn from Motetema area, Groblersdal town, Tambo and Elias Motsoaledi Local Municipality employees (the mayor, municipal manager, finance officials, IDP representatives, members of the council and the director of corporate services). It was predicted that information that could be gathered from the chosen respondents carries the volume to respond to the objectives of the study and also represented the views of the communities and the municipality at large.

5.5. SAMPLING

Mouton (1996:132) defined a sample as elements selected with the intention of finding out something about the total population from which they are taken. A sample is a small portion of participants taken from a larger group to represent the entire population (Alvi, 2016:11). The selected participants from the larger group provided information to the researcher. The total sample of this study as taken from the population above was presented in a table below:

Table 1: sampled respondents

Community members	Motetema	20
	Groblersdal	20
	Tambo (Dennilton)	20
Ward councillors	Motetema	1
	Groblersdal	1
	Tambo (Dennilton)	1
Municipal Officials	Mayor	1
	Municipal manager	1
	Chief Financial Officer	1
	Finance section	2
	Corporate services	2
	IDP representatives	2
TOTAL SAMPLE		72

In this study, random and purposive sampling techniques were used to select participants. According to Jha (2014:184), random sampling is a method used in research for choosing or selecting participants, this method chooses participants without tipping them first. Participants are chosen in a manner that is unexpected and unpredictable. Purposive sampling refers to a technique whereby the researcher decides what needs to be known and sets out to find people who can and are willing to provide the information by virtue of knowledge and experience (Bernard 2002; Lewis and Shepard, 2006). Purposive sampling involves participants with certain skills and knowledge. The participants on purposive sampling are more informed and have

insight information about what is researched and are willing to share the knowledge with the researcher.

5.6. DATA COLLECTION

Basically, data was collected using three methods which include questionnaires, interviews on which the researcher interacted with the respondents, documents were also used to support the study, the materials comprised of published journal articles, newspapers, magazines, web sources and books. Data was collected at the three selected communities.

5.6.1. Questionnaires

The questionnaire is a method used to collect information from participants about attitudes, knowledge, feelings, and beliefs (Polit and Hungler, 1997:466). The researcher used the structured questionnaires because it was found convenient and found to be maintaining order in answering the questions, 20 questionnaires were distributed to community members in Motetema, 20 in Groblersdal and the last 20 questionnaires in Tambo (Denilton). In total, 60 questionnaires were distributed to community members from the few selected communities within Elias Motsoaledi Local Municipality.

5.6.2. Interviews

For the researcher to be able to get the in-depth information from the respondent's interviews were used, that in return assisted the researcher to get insight information regarding the non-payment of municipal services and its effect on service delivery. Structured interviews were used to collect data from the municipal officials, namely, the Mayor, Municipal Manager, Finance Department Officials, IDP representatives, Members of the Council and the Director of Corporate Services. Structured interviews were used because of their aid to give a chance to the researcher to trail detailed information. The researcher conducted interviews with the Municipal Employees to get more detailed information from the interviewees because of the personal experience and a working experience that comes with their line of duty.

5.6.3 Documentations

Documents are one of the instruments that were utilised to gather information through the study assisted the researcher by giving different views from different scholars regarding the non-payment of municipal services and its effect on service delivery. The researcher collected data by reading, analysing and understanding the different views and approaches from other municipalities with the same issue on non-payments of services and poor service delivery to relate them to non-payment of municipal services and its effect of service delivery within the selected communities in Elias Motsoaledi Local Municipality.

5.7. DATA ANALYSIS

Data analysis is a practice in which raw data is ordered and organised so that useful information can be extracted from it (Smith, 2003:67). There are numerous ways in which a researcher can approach data analysis. A good data analysis depends on the researcher's understanding of the collected data. This study adopted both the qualitative and the quantitative research methodology simply because the researcher sought an in-depth information on the effects of non-payment of municipal service charges on service delivery in Elias Motsoaledi Local Municipality. The collected data was analysed using the SPSS and thematic analysis method, the major aim of the used data analysis methods was to identify patterns and draw conclusions to generate relevant recommendations. The data is presented in form of figures and thematic presentation.

5.8. RELIABILITY AND VALIDITY

Validity in research studies establishes whether the data collected presents reflects or provides a concrete picture of what is studied. According to Mohajan (2017:1), reliability and validity in a study, ensures stability and truthfulness of the research findings. Thus, validity ensures the accurate interpretation and generalisation of the results of the study. This implies that the results may be validated internally and externally by anyone without a doubt. On the other hand, reliability implies consistency across repeated tests. If the tests which are repeated produce the same results, then the procedure which was used to conduct the tests is deemed to be precise.

Thus reliability in research studies implies that the research result is replicable and consistent, provided the same data collection method is used to collect data and the conditions under which the data collected were the same. If the method and conditions were not the same then the results cannot be said to be reliable. To ensure that the reliability and the validity of the study was met. A pilot was done before the actual data collection to ensure that questionnaires and the interviews conducted are relevant to produce unbiased results.

5.9. ETHICAL CONSIDERATIONS

As indicated in chapter one that the research was to be conducted with professionalism, the researcher ensured that the respondents were well informed about the purpose of the research. The respondents participated in the research knowing that confidentiality of their identity is prioritised to ensure the anonymity that was promised at first, this was done so that there would be no information that will lead back to them. Hence, the researcher did not exploit the respondent's cooperation. The respondents were treated fairly with respect irrespective of race, gender or any physical impairment.

Before data could be collected from the participants, the researcher obtained the permission to collect data from the TREC Committee at the University of Limpopo and permission to conduct the research within the Municipality and the selected communities within the Municipality from the Elias Motsoaledi Local Municipality. Throughout the collection of data, the researcher ensured that the research was not offensive and harmful in any way that would have jeopardised the research. The researcher carried the responsibility to see that there is no participant that felt abused, stressed, coerced to participate without their consent in all situations. To avoid misunderstandings between the researcher and the respondents to simplify the processes, the researcher was present in all events to assist where the respondents needed help. Lastly the researcher always avoided plagiarism by acknowledging the sources from where secondary information was collected (documents) from.

5.10. CONCLUSION

The above discussion was based on research design and methodology that was used in conducting this study. The chapter outlined the methodologies, procedures, instruments, analysis and the specifications that ensured that the study was conducted without hassles. Through the above-given information, the researcher explained how data was collected by the usage of the qualitative and quantitative research. The chapter furthermore, outlined how the researcher interacted with the respondents to ensure that relevant information was gathered. Data collection was done at Elias Motsoaledi and the three selected communities within the municipalities.

The following chapter will be about data presentation and analysis of the outcomes obtained through questionnaires, interviews, documentation, and participants from Elias Motsoaledi Local Municipality.

CHAPTER SIX

RESEARCH FINDINGS AND DATA ANALYSIS

6.1 INTRODUCTION

Chapter five of this study contained a discussion on the research design and methodology that was chosen in the study, the chapter explained in detail the progression, foundation, and purpose of the mixed methods research design. The chapter further discussed the sampling, data collection instruments, study area of the research, data analysis methods, reliability and validity of the research and ethical considerations. Therefore, this chapter aims to answer the main research question through the analysis and interpretation of the study results. The analysis of the collected data is done through the process of using SPSS and thematic analysis system. This chapter concludes with a summary of the finding of the study. The analysis results will be presented in the form of figures, tables, and discussions.

6.2. RESEARCH FINDINGS

The study adopted both the qualitative and the quantitative research methodologies to assess the non-payment of service charges and its effects on service delivery in Elias Motsoaledi Local Municipality. According to Creswell (2014), the purpose of choosing this form of research is that both qualitative and quantitative research combined, provide an enhanced understanding of a research problem or issue than either research approach alone.

The researcher distributed 60 questionnaires to the community of Motetema, Groblersdal, and Tambo (Denilton) and conducted structured interviews with the 12 municipal employees which also included the councillors from the three selected communities. In total 72 questionnaires were collected for the purpose of conducting an analysis in Elias Motsoaledi Local Municipality. All the questionnaires were answered, and interviews were done, and all participants participated as expected. Therefore, the data will be presented in two sections. The first section will present the data obtained from the municipal employees conducted through the interviews then the second section will present the data collected from the municipalities conducted

through the questionnaires. The two sections will present results which will present the biographical information of the respondents, the reasons behind non-payments and the understanding of the impact of non-payment on service delivery.

6.3. DATA COLLECTED FROM THE MUNICIPAL OFFICIALS

The data presented from this Section, started by probing the biographical information of the Elias Motsoaledi Local Municipality officials, the nature of non-payment of municipal service charges, the experiences and trends of non-payments of service charges within the Municipality, the quality of services, the implications of non-payments of municipal services on the daily operation of the Municipality and on effective service delivery. Furthermore, the section probed the effectiveness of the measures put in place to tackle the non-payment and the feedback from the communities, and recommendations for future implementation.

6.3.1. Biographical information

The presentation and the analysis of this study begin by presenting the biographical information of the municipal respondents and it will be presented in a form of figures and tables. The biographical information of the respondents is significant in research because it provides a clear picture of the type of participants the researcher was focusing on. This also helps in determining the reasons for a variety of replies which are influenced by biographical factors. In establishing the biographical information of respondents in this regard, the researcher noted the biographical information such as the designation of each respondent in the municipality, age group, gender, educational status, type of employment status per employee.

6.3.1.1. Respondents in the Municipality

The study focused on interviewing municipal officials from the following sections within the Elias Motsoaledi Local Municipality, the Mayor, Municipal manager, Chief Financial Officer, Finance Department, Corporate Services, IDP Services and also the

Councillors from the selected communities in the municipality. The total number of respondents is indicated in the table below:

Table 1: Respondents in the Municipality

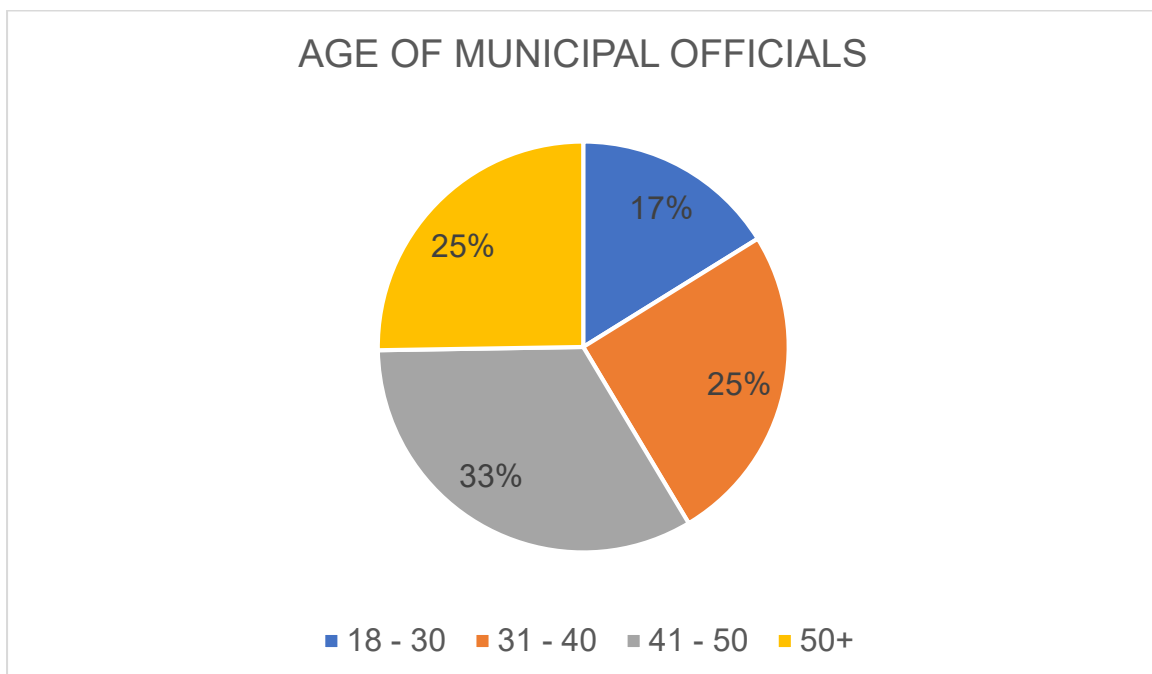
Ward councillors	Motetema	1
	Groblersdal	1
	Tambo (Denilton)	1
Municipal Officials	Mayor	1
	Municipal Manager	1
	Chief Financial Officer	1
	Finance Section	2
	Corporate Services	2
	IDP Representatives	2
Total		12

Structured interviews were done with the selected municipal officials, making up 12 municipal officials interviewed. Fortunately, as planned, all the officials that the researcher identified agreed to participate in the study. Therefore, data analysis in this section of chapter 5, is based on the 12 interviews done with the municipal officials. The municipal officials cooperated with the researcher.

6.3.1.2. Age profile of the municipal officials

The age profile of the respondents forms an important part of the biographical information required in an empirical study. The age groups of the respondents are important depending on kinds of the data required. Therefore, it is important in a study seeking to assess the non-payment of service charges and its effects on service delivery to identify the age groups of the municipal participants. This will help in accessing different response from respondents according to their experiences.

Figure 1: Age profile of the municipal officials



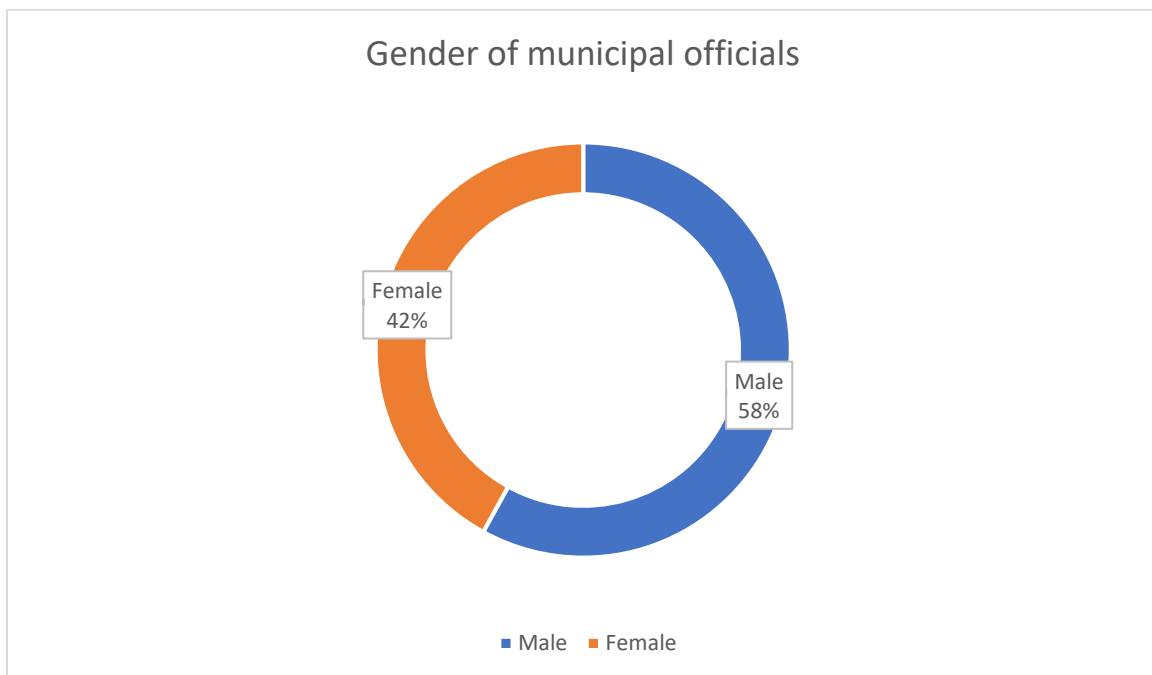
The figure above indicates that Elias Motsoaledi Local Municipality official's aged between 18 -30 is at 17% meaning that the municipality does not have a high populace of youth. However, the officials aged between 31 – 40 are at 33 % which depicts that the municipality has the middle-aged officials which makes up the quarter of the overall staff complement. The study also revealed that officials aged 41 – 50 and 51 upwards make up half the population of the municipality. The above figure simply outlines that middle-aged adults dominate the municipality. According to Reece (2012:337), the age of the employees determines whether an organisation is effective or not. Grund and

Niels (2005:04), argued that young employees exert much effort to suggest high ability levels at work then (Qoura, 2015) differed with the above statements by saying that older employees are more productive because of the experience they have. Others argued that it is different stroke for different people, other employees are motivated by performance incentives and rewards that are accumulated when performing very well. Meanwhile (Digital HR Tech, 2019), argues that both the young and the old complements each other because the young employees knows technology and are more woke to the current trends, therefore, working with the older employees will help in contemplating the experience the older generation having then that will work in growing an institution.

6.3.1.3 Gender of Municipal officials

According to Slater (2014:330), it cannot be disputed that gender segregation was a big part of the apartheid policies which saw the majority of men being hired in organisations compared to women. That contributed to the gender imbalance in different organisations. However, with the new democratic government, the citizens believed that there would be gender equity in the working environment. Therefore, it is important for the researcher to pursue to comprehend the gender profile of municipal employees. Hence, this section pursued to determine the gender profile of respondents from the municipality. The gender profile is indicated in the figure below:

Figure 2: Gender profile of municipal officials

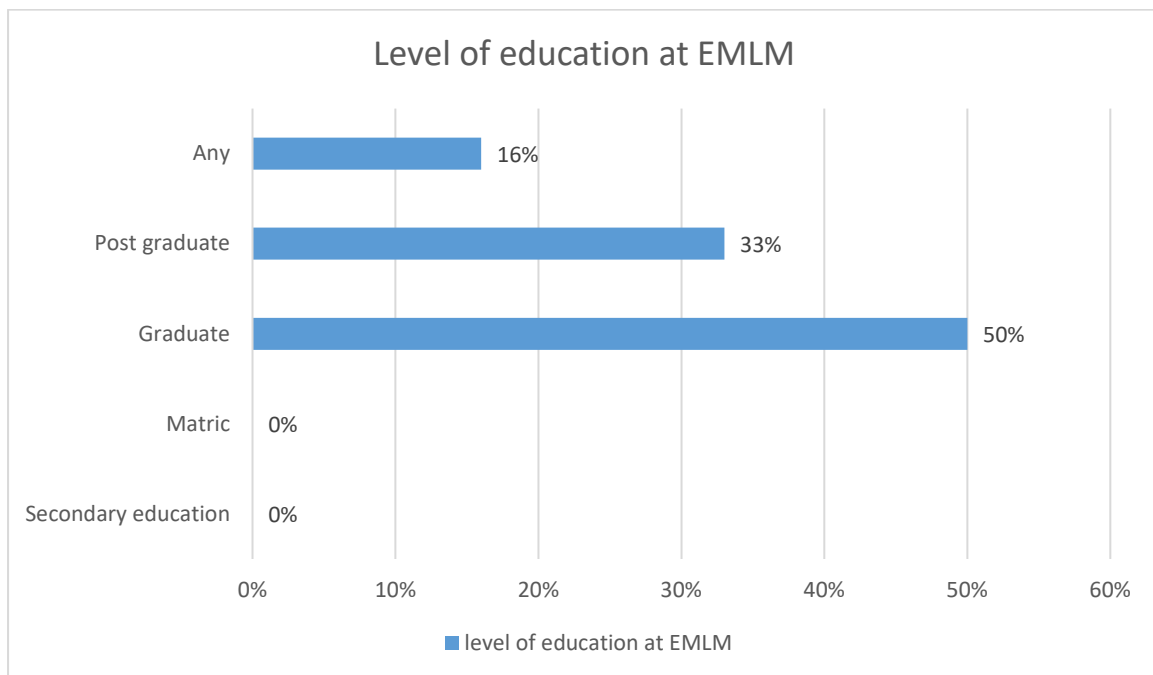


The figure above shows a presentation of 42% females and 58% male. The figure indicates that the municipality is male-dominated with a lower proportion of female representation in the municipality. The figures from the figure above reveals gender inequity at EMLM. Gender equity is vital for every organisation in South Africa. Results such as this shows that gender equity is still not achieved in South African organisations.

6.3.1.4. Respondents level of education

Education is one of the important tools that determines the effectiveness of employees in an organisation. According to Kanyane (2017:4), the majority of South Africans were negatively affected by Apartheid inferior quality Bantu education system which limited the knowledge of the citizens. After 1994, the then-new government developed policies that enable South African citizens to be able to have access to quality education. Hence, education is important in facilitating the development of local government and also to address educational inequality. This section sought to know the level of education amongst the Elias Motsoaledi Local Municipality because not all employees have the same level of education. The educational levels are indicated in the table below:

Figure 3: Respondents level of education

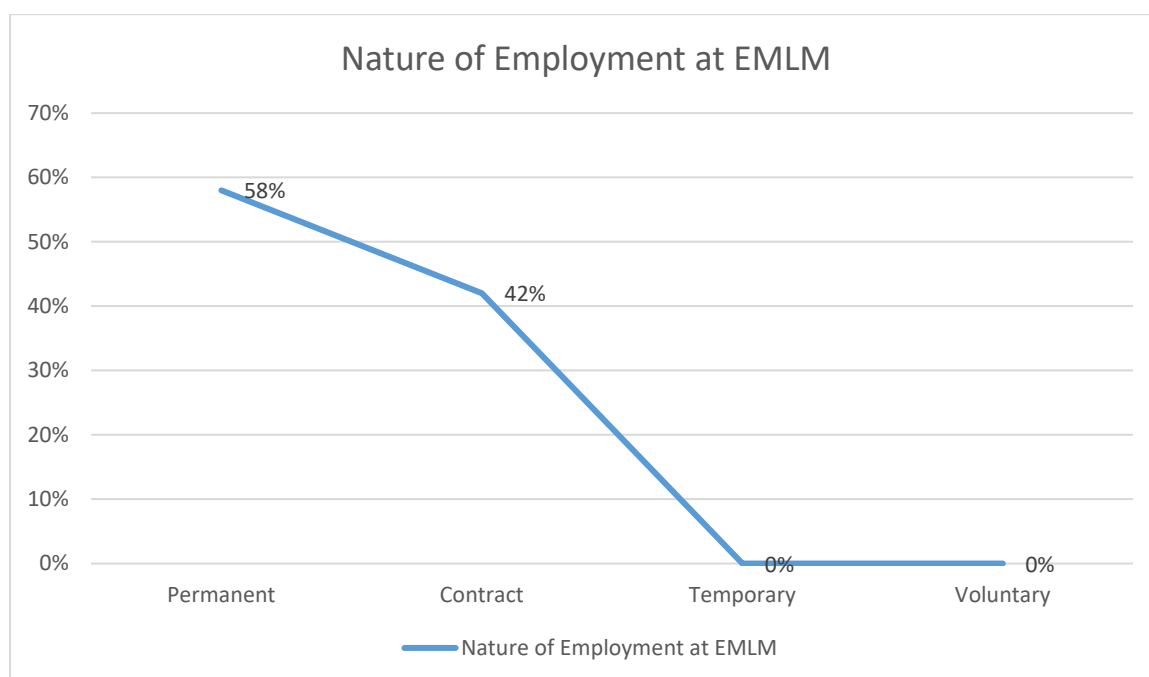


The figure above shows the level of education with regard to the municipal officials in the EMLM. It shows that the municipality does not have employees that are illiterate, again it shows that the majority of the employees are graduates. They did not only pass matric but they furthered their studies because at the secondary level the percentages are at 0% and that also applies to the matric level which is also at 0%. The figure shows that 50% of EMLM employees are graduates, 33% of the employees did postgraduate studies and 16% has other qualifications such as certificates from short learning programmes.

6.3.1.5. Employment status

According to Ntisa (2016: 180), the type of employment contract in employees determines the levels of job satisfaction. Those who are on permanent employment experience a high level of job satisfaction and those who have fixed-term and temporary contracts experience lesser levels of job satisfaction. Therefore, this section sought to explore the type of employment of the Elias Motsoaledi Local Municipality. The employment profile is indicated in the table below:

Figure 4: Employment status



The findings imply that EMLM does not have any volunteers because the volunteers stand at 0%. The municipality neither have temporary employees rather employees that are on contracts are at 42%. Thus revealing that the majority of the staff complement is permanent at 58%. Therefore, the high percentage of permanent staff complement works in favour of the municipality as it is proven that employees who are permanent within an organisation have a remarkable knowledge of the organisation culture. The employees' experience makes them understand what works better and what does not which results in elevated levels of productivity with few mistakes.

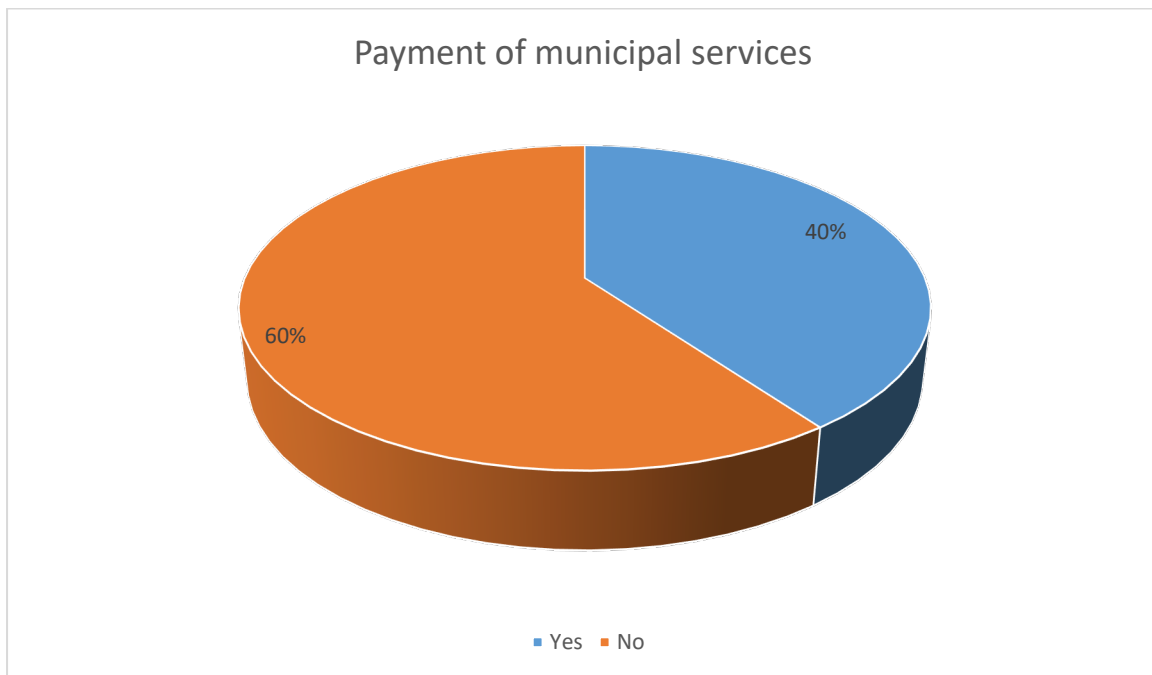
6.3.2. The nature and extent of non-payment of municipal services in Elias Motsoaledi Local Municipality

Information provided on this section probes the nature and extent of non-payments in EMLM. Non-payment continues to be a threat to South African Municipalities, therefore this section determines the depth and origin of non-payment of municipal services in EMLM.

6.3.2.1. Payment of municipal services status

The municipalities have been granted a mandate to charge levies on services provided, services such as provision of electricity, water and sanitation, refuse removal, property rates, stadiums and parks. It is a responsibility of every municipality to have a sustainable revenue collection in order to be able to render services, maintain the basic services such as municipal roads and also to maintain the day to day operation of the municipality. It is unfortunate that South African Citizens are not complying with the municipal orders. This data was extracted so that the researcher will be able to see if the communities are paying for municipal services. The payment data is indicated in the below figure:

Figure 5: Payment of municipal services status

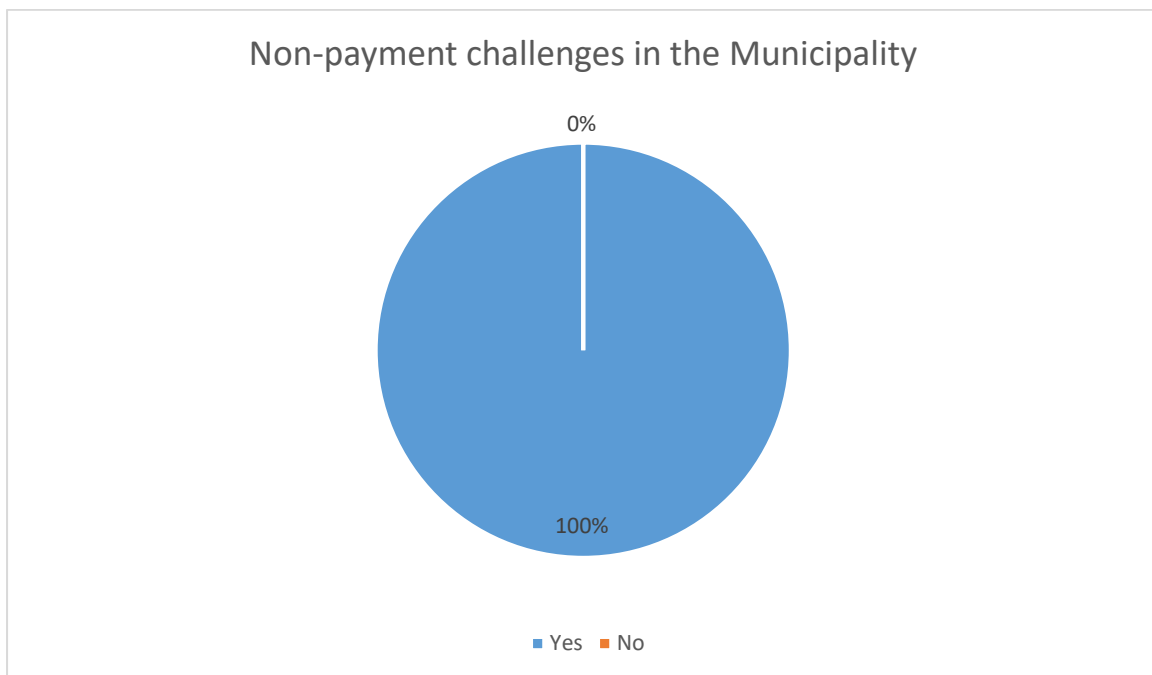


The figure above indicates that most of the municipal communities do not pay for municipal services, only 40% of the total populace pay for the services even though some of the community members are not loyal and do not always pay for what has been consumed by the client. The study discloses that 60% of the households within the territory of EMLM do not pay for municipal services charges at all.

6.3.2.2. Non-payment challenges in the municipality

Non-payment of municipal services continues to threaten the financial viability of municipalities in South Africa. This is mainly because citizens have decided to stop paying for municipal services due to various reasons which lead to service delivery protests. This information was gathered to determine the existence of non-payment of municipal service charges in Elias Motsoaledi Local Municipality. The data on non-payment within the municipality is indicated on the below figure:

Figure 6: Non-payment challenges in the community

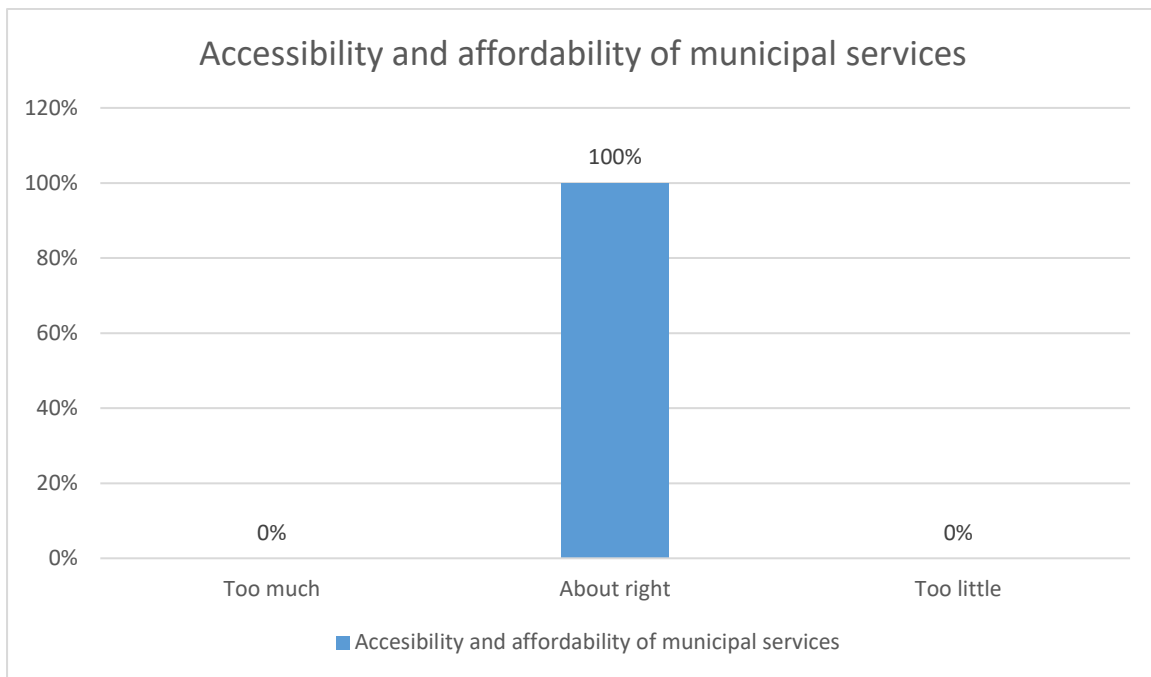


The figure above indicates that 100% of the staff complement at EMLM agreed that the municipality do experience the challenge with the failure to pay for municipal services. It is without doubt that the municipality has non-payment challenges as 80% of its communities are rural villages and only a small percentage is made up of urban area or a suburban area. Rural municipalities experience non-payment of municipal services due to various socio-economic challenges that are in existence throughout the whole municipalities in South Africa.

6.3.2.3. Accessibility and affordability of municipal services

It is fair and in good favour of the citizens to receive quality accessible and affordable services from the government. This information was collected in order to get insight into the type of services rendered by the Elias Motsoaledi Local Municipality to its communities. The results of the probed question are presented in the below figure.

Figure 7: Accessibility and affordability of municipal services



The figure above indicates that the total complement of the municipal officials of 100% agreed that the services rendered are accessible and affordable. Even though the municipality agrees that the accessibility and affordability is not too little or too much, that still does not stop the communities from protesting for service delivery. The apartheid regime deprived millions of people of access to basic services, including water, sanitation, refuse removal and roads. Hence, it is the responsibility of the developmental local government to address the backlogs created by the apartheid government. The Constitution of the Republic of South Africa gives mandate to the local government to develop service delivery capacity to meet the basic needs of communities.

In terms of the Municipal Systems Act 32 of 2000, municipalities must ensure that all members of the local community have access to at least the minimum level of basic municipal services. In accordance with the MSA, the White Paper on Local Government requires municipality “to assume a developmental role in providing basic rights” to the communities. Section 135 (a) reflects that municipality must structure and manage administration, and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and local economy of the communities.

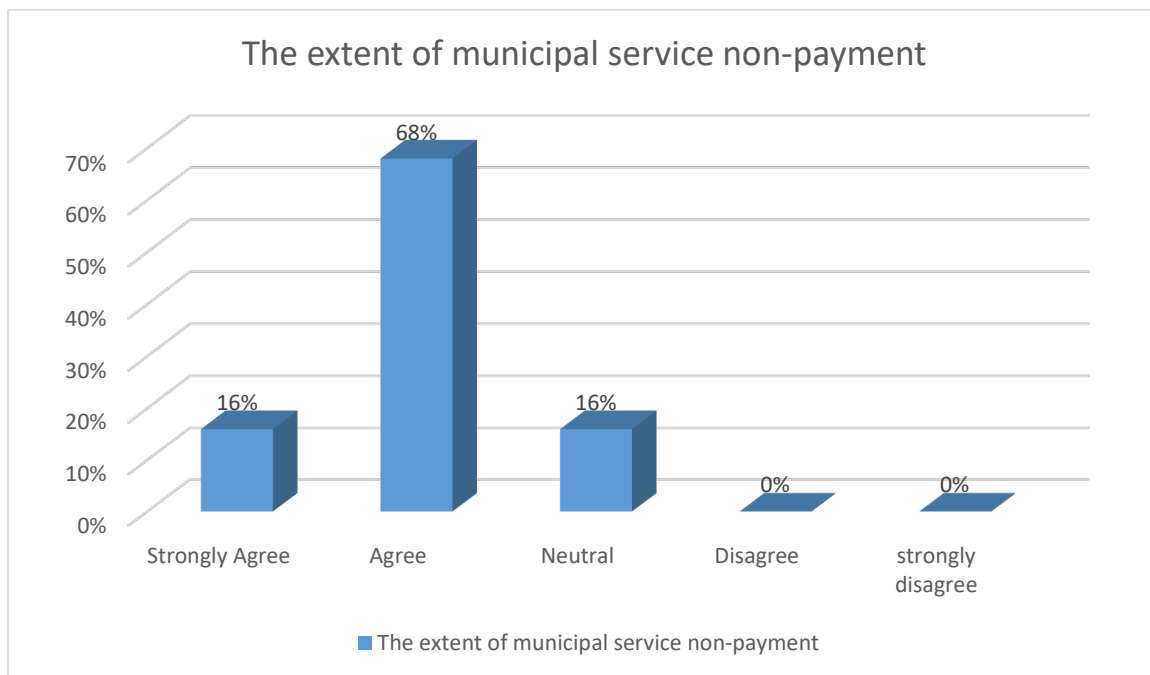
THE NATURE AND REASONS OF NON-PAYMENT OF SERVICES IN ELIAS MOTSOLEDI LOCAL MUNICIPALITY

This section probes the reasons behind the non-payment of municipal services by communities.

6.3.2.4. The extent of municipal service non-payment

South African citizens boycotted the apartheid government by not paying for services even after the emancipation of the democratic government, the majority of the citizens continued not paying for municipal services. Payment of municipal services continues being a challenge which is more occurring in rural municipalities, this is because rural municipalities are struggling to collect revenue.

Figure 8: The extent of municipal service non-payment

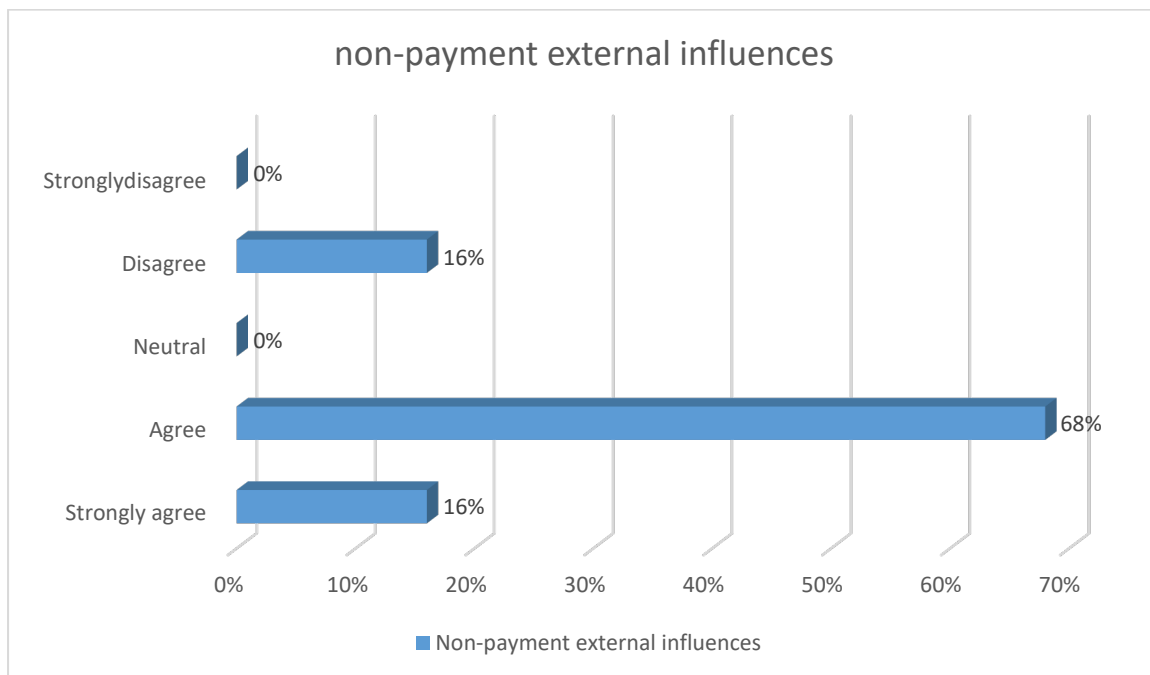


The figure above reveals that the municipality experience non-payment of municipal service. An average of 68% of the officials concurred that there is a high percentage of non-payment of municipal service. Sixteen percent (16%) strongly agreed that Elias Motsoaledi Local Municipality is experiencing non-payment of municipal services and 16% were neutral regarding the non-payment. From the figure above it is visible that nobody denied the fact that the municipality does not have a challenge of non-payment of municipality.

6.3.2.5. Non-payment external influences

There are various internal influences of non-payment of municipal services, such as incorrect billings, high rates of charges and poor revenue collection but there are also external influences that make the communities to stop paying for municipal services such as influences from other political parties which discourage communities from paying municipal services and individuals that are not in good terms with those that are in power in the municipality in order to discredit the leadership in power . This section was explored to find out if those external influences are also existing within Elias Motsoaledi Local Municipality.

Figure 9: Non-payment external influences

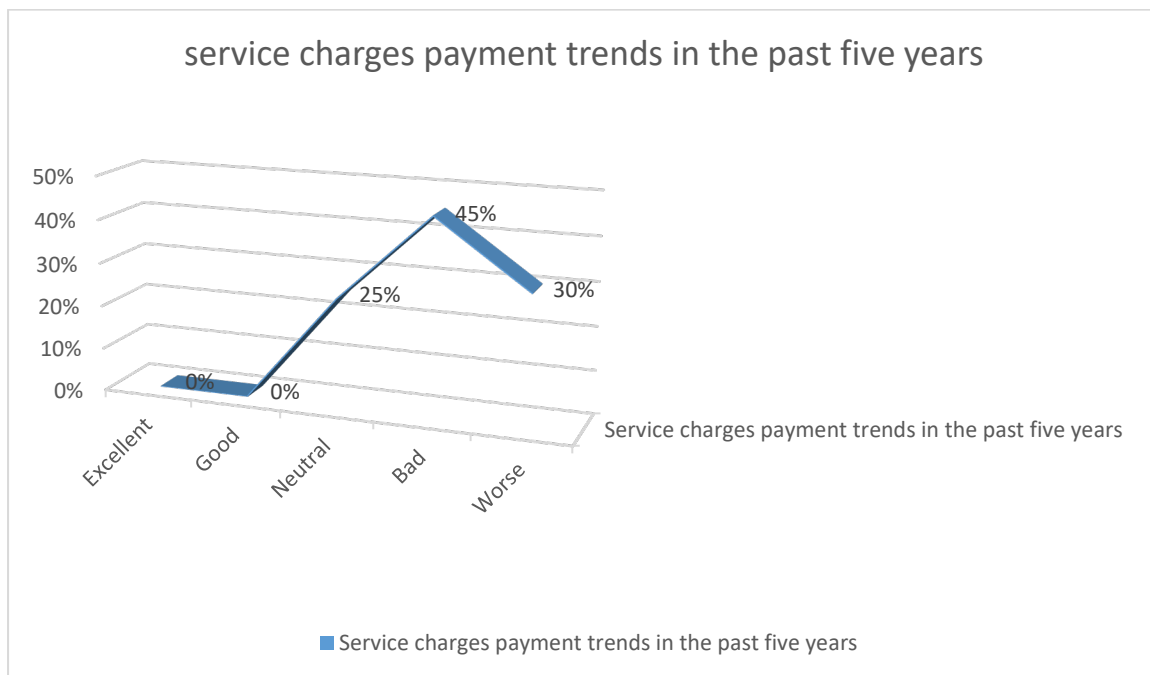


The figure above indicates that 16% of the Elias Motsoaledi Local Municipality disagreed that there are external influences to non-payment of municipal services. Yet 68% of staff complement agreed that there are external factors that influence society members not to pay for municipality. In addition to that, 16% of the employees strongly agreed that it is indeed true that the communities are influenced externally. These external influences are from individuals who are fighting with the leadership of the municipality be it from the same political party and those from opposition parties.

6.3.2.6. Service charges payment trends in the past five years

This section was probed so that the researcher could understand the trends of non-payment of services in the municipality. This was done to track if non-payment is worsening or decreasing. The culture of non-payment of municipal services dates back to the apartheid regime and it is badly impacting on service delivery and the sustainability of each and every municipality in South Africa. The data on the non-payment trends in the past five years within the Elias Motsoaledi Local Municipality is presented in the figure below.

Figure 10: Service charges payment trends in the past five years



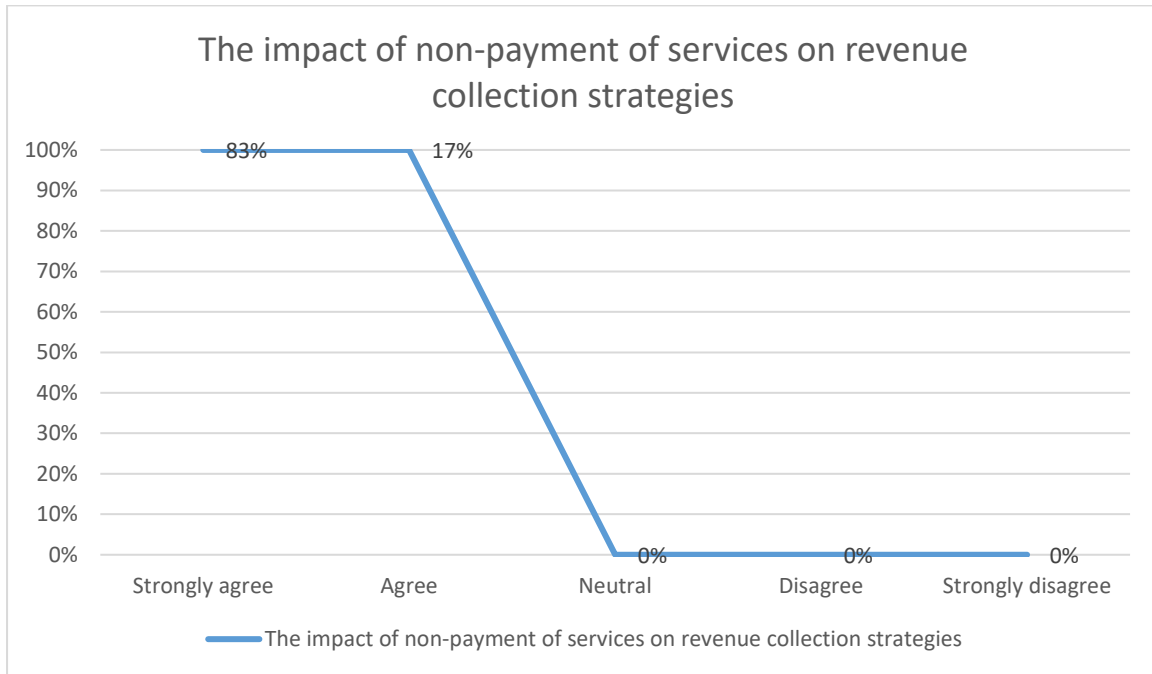
The figure above indicates that in the past five years the service charges payment trends have further deteriorated. 25% of officials regarded the payment of municipal services as neutral, while 45% concurred that the payment trend is 45% bad and 30% also agreed that the services payment has worsened. Looking at the trends of service charges presented above, it indeed proves that non-payment in Elias Motsoaledi Local Municipality has increased vastly.

6.3.2.7. The impact of non-payment of services on revenue collection strategies.

According to Chauke (2016:1), revenue collection is one of the most important functions for municipalities to sustain themselves. Non-payment of municipal services poses a danger to revenue collection strategies as there's a gap between the accessible finance between the grants received from the treasury and those that the municipality generate themselves through tariffs, levies and surcharges. Minister Mkhize (2018) acknowledged that consumer debt is one of the challenges that all municipalities in South Africa faced with. Municipalities are incurring huge debts due to failure of municipal services by the municipal clients. According to the findings in

the above figure, it is evident that EMLM revenue collection strategies are not as effective as supposed to be.

Figure 11: The impact of non-payment of services on revenue collection strategies.

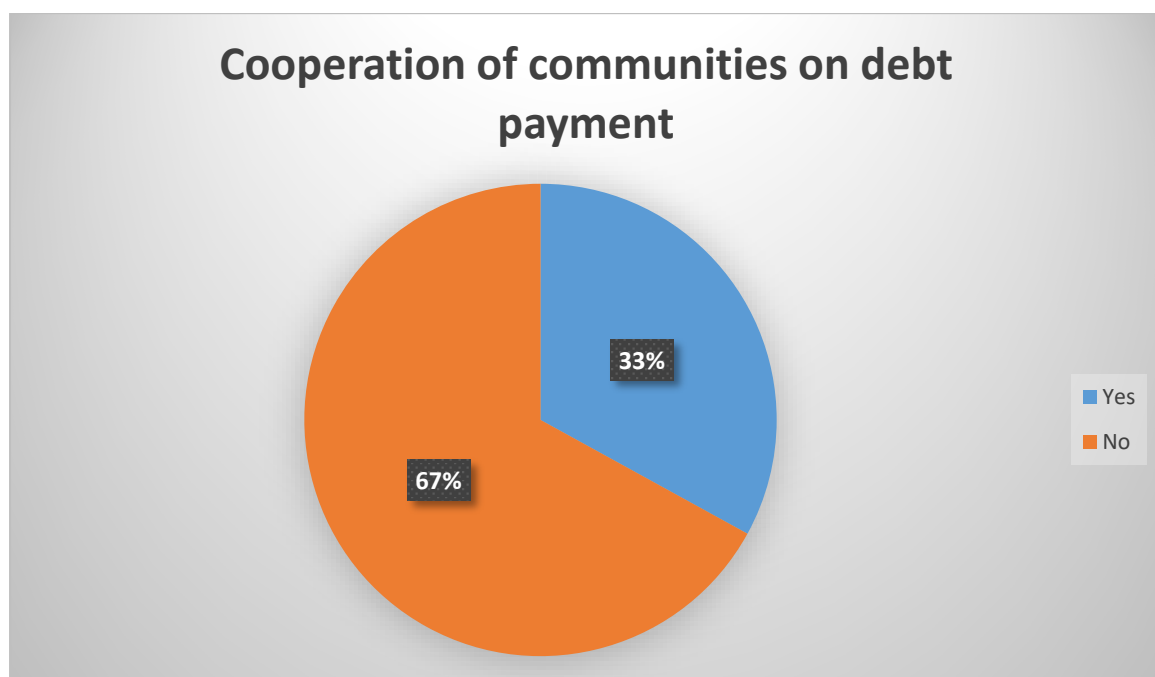


The figure above indicates that the majority of the employees, 83% strongly agreed that non-payment of municipal services does have a dire impact on revenue collection. Yet a further 17% also agreed that revenue collection strategies are highly affected by the failure to comply with consumer policies by not paying for the services consumed by different households. According to the information on the above figure revenue collection in EMLM is negatively affected by non-payment of municipal services. This is because, once clients fail to pay for the rendered services, it put the revenue of the municipality in a dire situation where the municipality fail to collect revenue on services it provided to the communities.

6.3.2.8. Cooperation of communities on debt payment

Due to corruption, political interference, lack of political will, ineffective service delivery, poor relationship between the municipalities and communities, there seems to be civil unrest. Where communities will take the complaints to the street through protest (toyitoyi) or even boycott the municipal service payments. EMLM falls amongst municipalities where citizen has stopped paying for municipal service.

Figure 12: Cooperation of communities on debt payment



The figure above indicates that 67% showed that communities within the EMLM do not cooperate with the municipality. Meanwhile, 33% of the officials showed that communities comply and cooperate with the municipality. Judging from the majority percentages, it is obvious that it's a smaller number of households that are complying with the municipalities. If not so then the municipality wouldn't experience protests. It is a tradition to South African citizens to always express their grievances in a form of protests and by also burning the most important infrastructure in the communities, this can be in a form of main roads blockage, burning of schools, clinics and also destroying the roads.

Communities resort to such behaviour because according to the citizens' violent protests are the only language the government responds to quickly (Kgatle, 2018:252; and Ntsala and Mahlatji, 2016:219). South African citizens are fast becoming impatient with the government for failing to provide them with basic services as guaranteed in the Constitution. Exploitation of government resources, cadre deployment, nepotism and shady tender appointing process continues to upsets citizens hence at the end of the day, communities are reluctant to work with the municipalities. Some of the citizens end up boycotting elections because the government does not fulfill the promises made to the society (Simelane, 2018; Jolobe, 2014; Swart, 2013; and Ntjanyana, 2016:53).

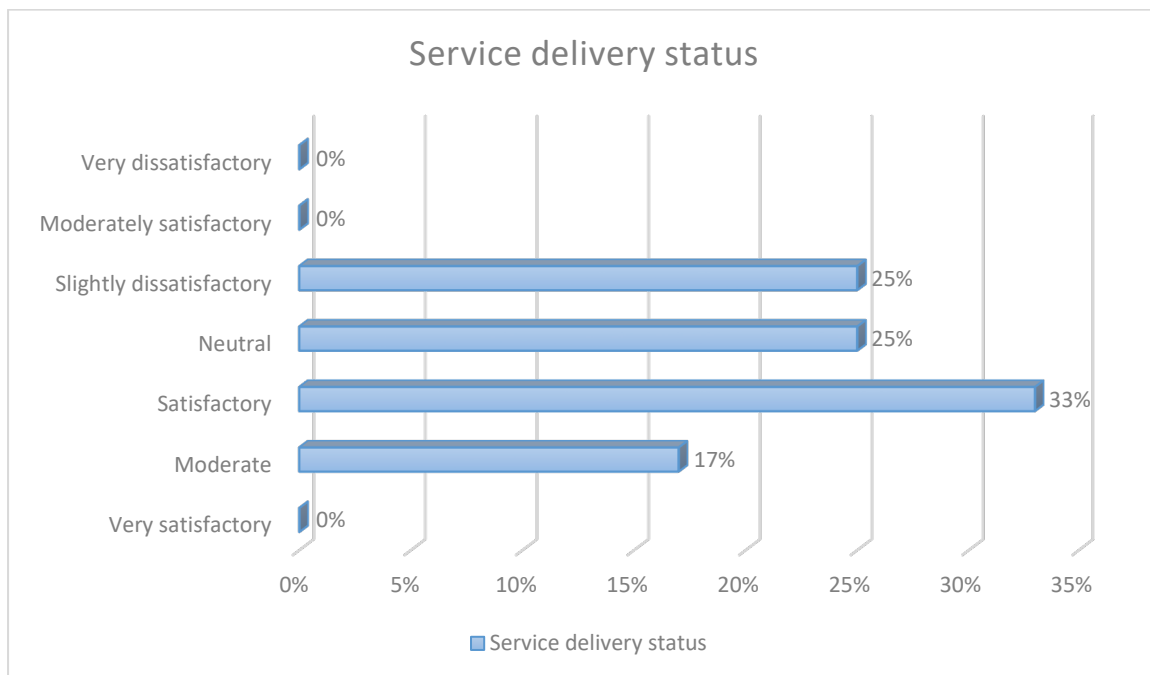
6.3.4. The effects of non-payment on municipal service delivery

For the municipality to be able to render services effectively, it needs a consistent revenue income. Therefore, this section probes the impact and effects of non-payment of services on the provision of service delivery in Elias Motsoaledi Local Municipality.

6.3.4.1. Service delivery status

The constitution of the Republic of South Africa entrusted local government with the power to render services to the communities. These powers were given to the local government because it is the immediate government that can render services to the communities. Unfortunately, the South African democracy is 25 years old but millions of citizens continue to protest about poor service delivery. Therefore, it is important to know if Elias Motsoaledi Local Municipality is able to render services to its communities. This information was sought so that it becomes easy to track the success of service delivery by Elias Motsoaledi Local Municipality. The information on the service delivery status within the Municipality is presented in the figure below.

Figure 13: Service delivery status



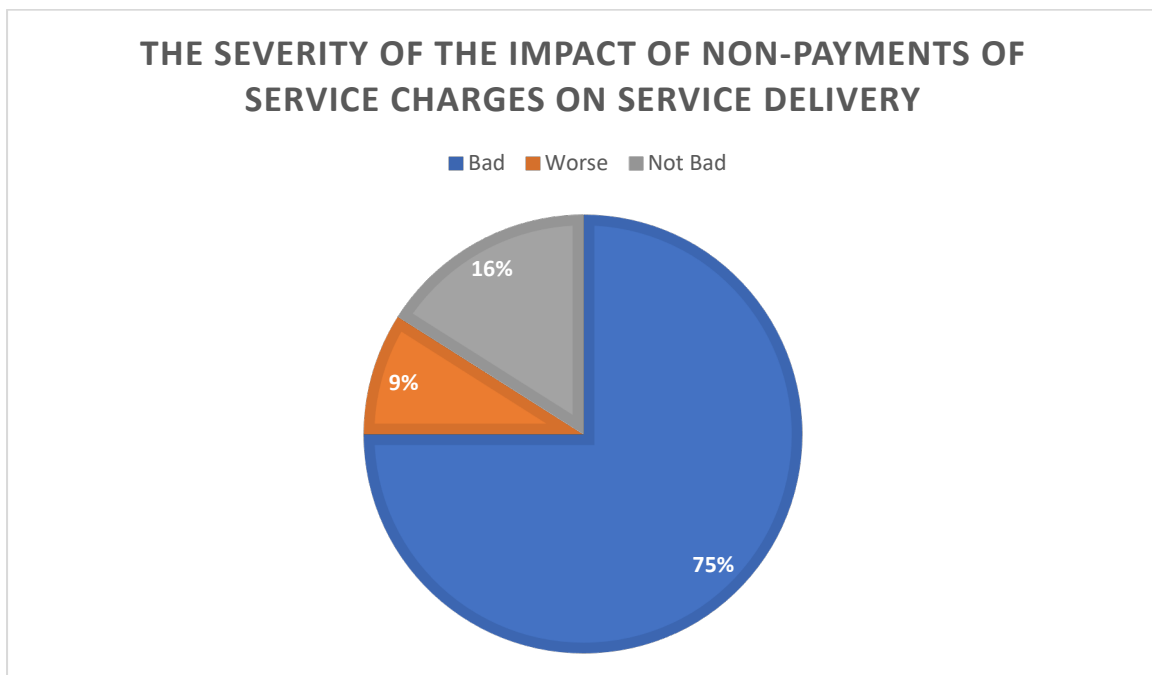
The figure above indicates that 25% of the municipal officials' rates service delivery as slightly dissatisfactory. Meanwhile, the other quarter 25% rates service delivery as neutral, meaning that it is neither satisfactory nor dissatisfactory. There is also 33% that rates service delivery as satisfactory and there is a 17% that perceives service delivery by Elias Motsoaledi Local Municipality as moderate.

According to the responses of EMLM employees, service delivery within the municipality is not bad as perceived but this is in contradiction to what the communities have to say. This is evident in the number of service delivery protest that occurs in different communities within the territory of the municipality. According to EMLM 2018/2019 IDP, the municipality is experiencing backlogs in terms of electricity connection due to mushrooming of new stands in almost all communities. The municipality is also experiencing water and sanitation challenges in its remote areas due to damaged water reservoirs and ponds in Denilton, Motetema and Rosenekal. Meaning in this case, only residents within Groblersdal formal settlement do not experience water challenges except those in Masakaneng, which is an informal extension of Groblersdal town.

6.3.4.2. The severity of the impact of non-payment of service charges on service delivery.

According to SALGA as of 2013/2014 the consumer debt also known as non-payments of services was at 100 billion, which is equal to the total local government operational expenditure for a year. Meaning that if municipalities were able to recover all the money that is owed by the communities, it would enable them to do more in terms of service delivery. SALGA concurs that non-payment is a multi-faceted challenge, which has no single solution. Therefore, the figure presents the information on the severity of the impact of non-payment of service charges on service delivery.

Figure 14: The severity of the impact of non-payment of service charges on service delivery.

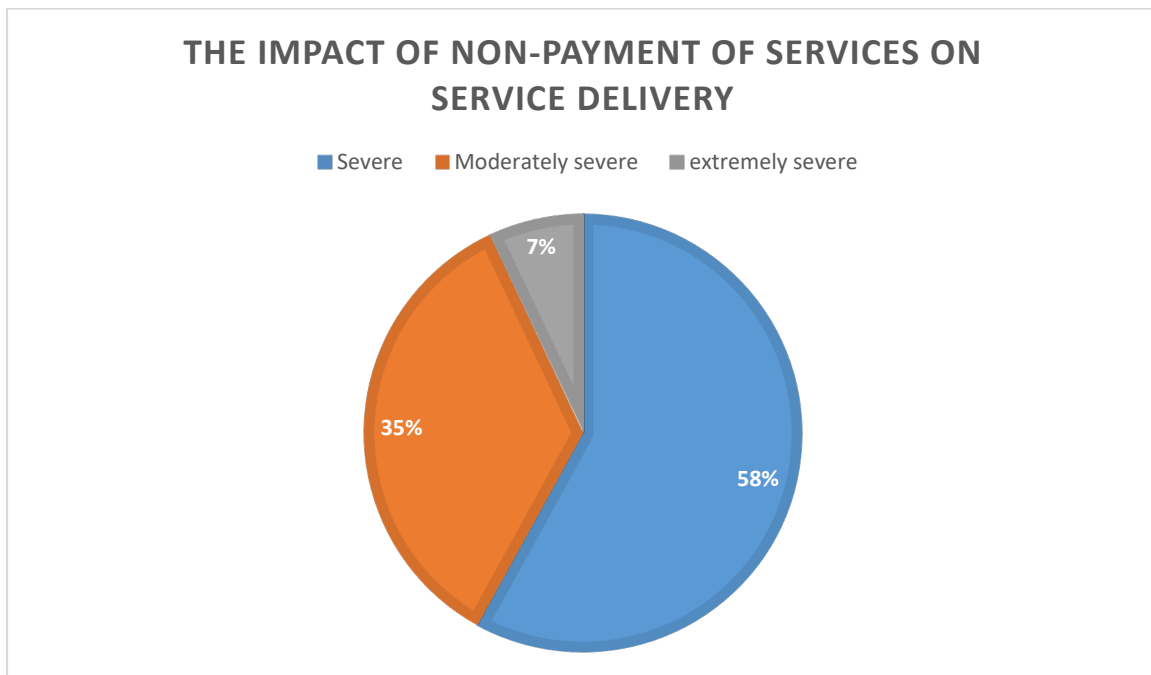


The figure above indicates that the impact of municipal consumer debt has a high impact on service delivery. A considerable 75% agreed that non-payment of services does have a severe impact on service delivery. On the other hand, 9% agreed that the severity of consumer debt is worse on service while 16% showed that the impact is not that bad on service delivery. This proves that non-payment has an enormous impact on service delivery.

6.3.4.3. The impact of non-payment of services on service delivery

The impact of non-payment of service charges on service delivery cannot be ignored as municipalities are continuously incurring billions worth of debts to Eskom and other service providers (SALGA, 2017). The data presented below displays the impact of non-payment of service charges on service delivery in Elias Motsoaledi Local Municipality. The impact details are presented in the figure below:

Figure 15: The impact of non-payment of services on service delivery



The figure above indicates that 58% of the Elias Motsoaledi Local Municipality alluded that the impact of non-payments of municipal services in service delivery is severe and on the other hand the majority of the employees 58% agreed that the impact is moderately severe. While 17% also indicated that the impact of consumer debts on service delivery is extremely severe.

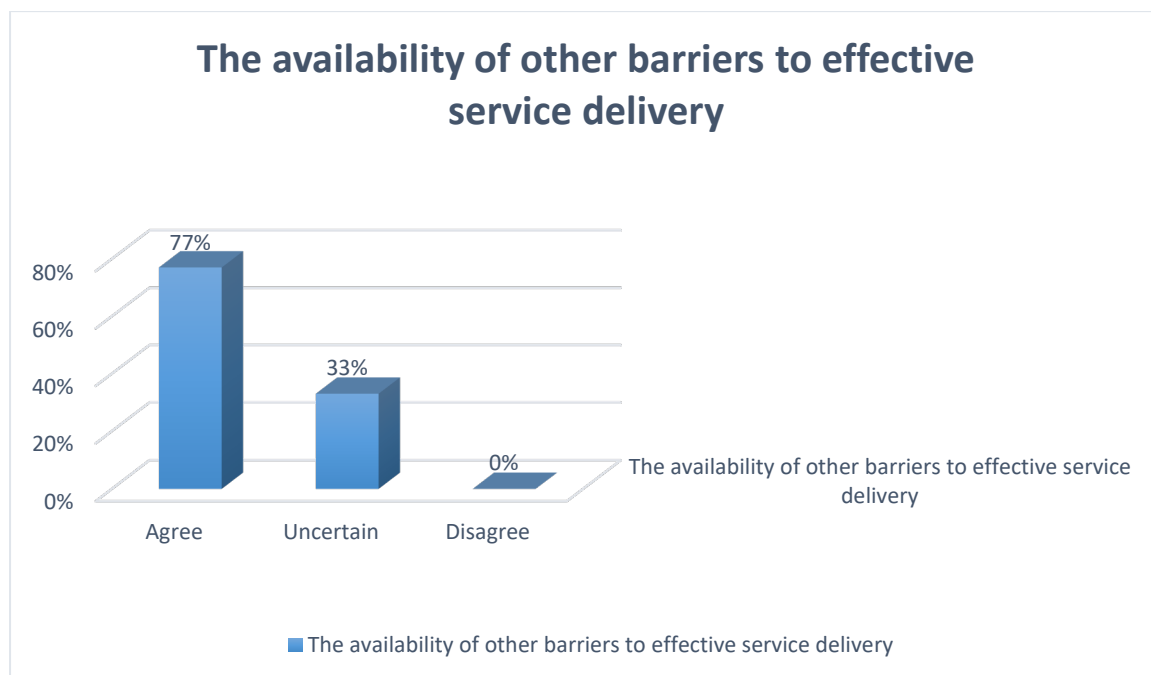
Non-payment of rates, service charges and other tariffs started in the black communities in the 1980s as a measure of boycotting the then apartheid government, it was then vindicated and it was also taken for granted that this would just fade out after the political evolution to a democratic dispensation. However, 25 years after the historic change to democracy in South Africa, non-payment of services continues to

pose a stern financial challenge to municipalities (Van Schalkwyk, 2010:94). Non-payment of municipal services by citizens and business people disrupt the municipality in paying its service providers such as Eskom, which in turn delays service delivery (Ramabitsa, 2014:27).

6.3.4.5. The availability of other barriers to effective service delivery

Public service delivery is still failing in many developing countries such as South Africa. Local government as the primary government that ensures that people get basic access to services. Unfortunately, the Local Government sphere continues to be faced with a plethora of challenges in delivering services effectively. This question was probed to solicit the availability of other barriers that makes it difficult for Elias Motsoaledi Local Municipality to fail at effective service delivery. The information on the existence of barriers to effective service delivery is presented in the figure below.

Figure 16: The availability of other barriers to effective service delivery



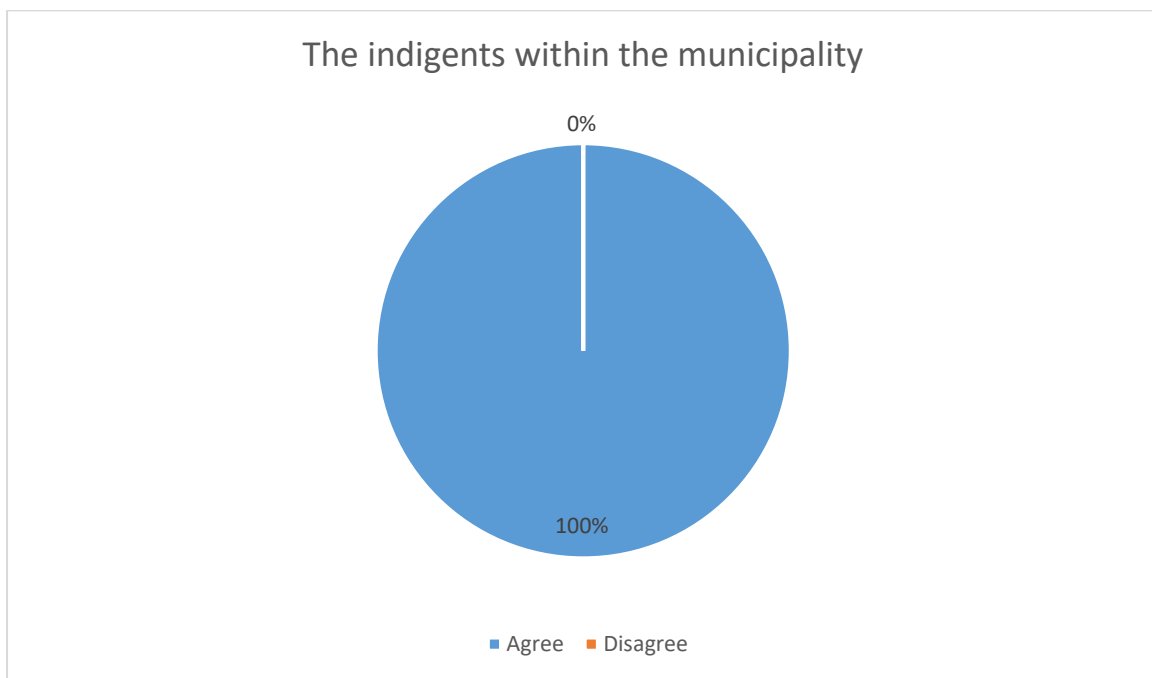
The figure above indicates that 77% of the EMLM employees concurred that consumer debts are not the only barrier to effective service delivery. Meanwhile, 33% of the employees were uncertain if indeed there are other barriers. The majority that concurred that there are other barriers to service delivery, mentioned political

infighting, lack of political will and corruption as other barriers to effective service delivery.

Figure 6.3.4.6. The indigents within the municipality

For a person to be regarded as an indigent, he or she has to be extremely poor. Not having basic necessities of life such as home, food, security because of poverty. Hence, all South African municipalities have an indigent register, where all the information regarding indigents within the municipality is recorded. Therefore, this information is important in relation to assessing non-payment and its impact on service delivery within Elias Motsoaledi Local Municipality. The information pertaining to the availability of indigents in EMLM is presented in the below figure.

Figure 17: The indigents within the municipality



According to the figure above, Elias Motsoaledi Local Municipality like all other municipalities in South Africa, do have indigents. All the officials that were interviewed at the municipality acknowledged that the municipality do have indigents. The officials indicated that it is difficult for the Municipality to manage the indigent register because of the dishonesty conveyed by the indigents. This is because even after the lives of

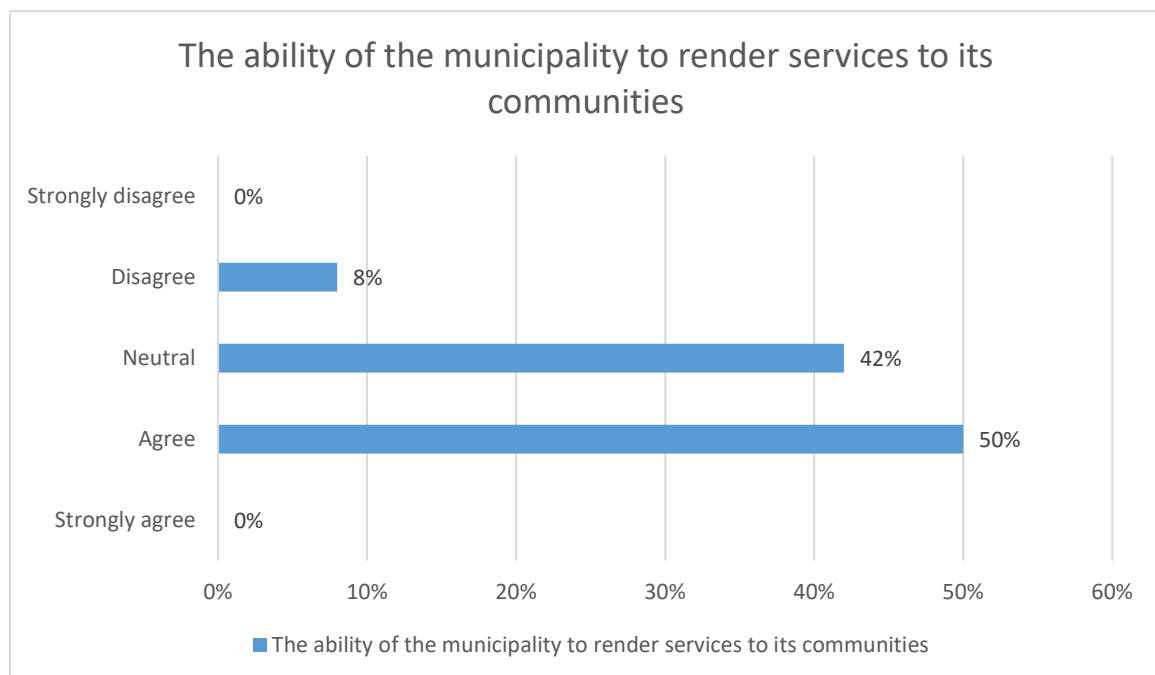
the indigents have improved, they do not deregister from the municipal indigent register. The Municipality is yet to come up with the ways of monitoring the indigents.

6.3.5. The effectiveness of the existing measures used to tackle non-payments of municipal services

6.3.5.1. The ability of the municipality to render services to the communities

Many municipalities in South Africa are failing to render services to the communities, so it is important to get insight information from the municipality employees if Elias Motsoaledi Local Municipality is able to render effective services. The information on the ability of the municipality to render services to the communities is presented in the below figure:

Figure 18: The ability of the municipality to render services to the communities



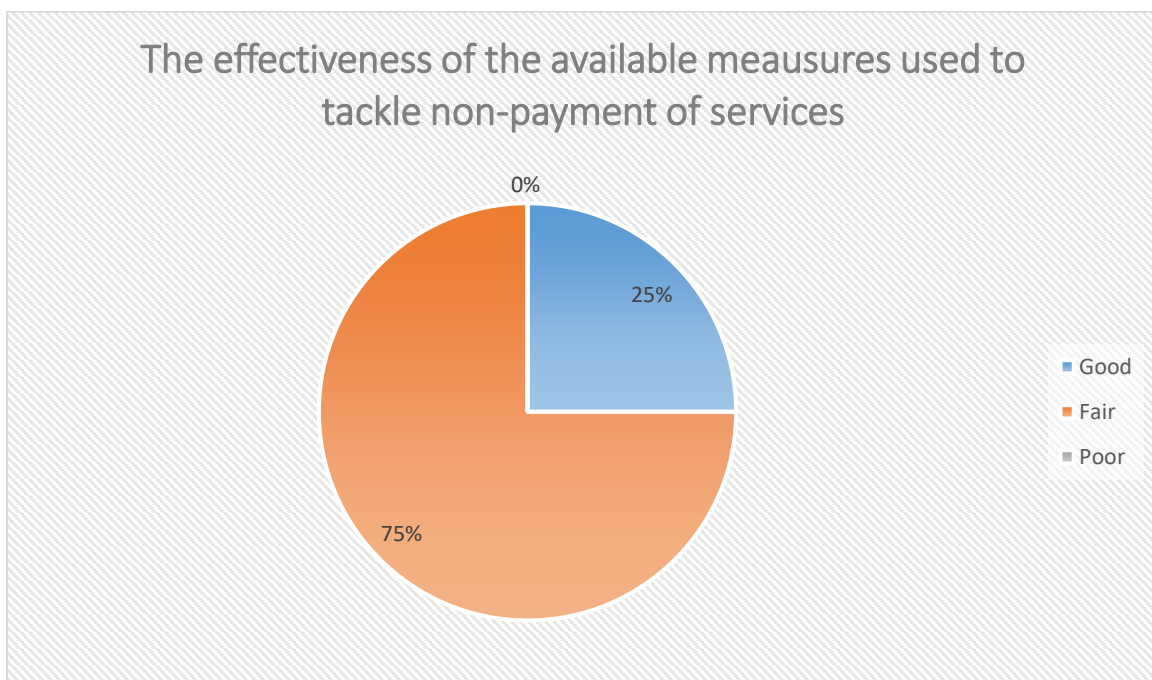
According to the findings presented in figure 18, half of the employees' 50% agreed that EMLM is able to render services to its communities, 42% of the employees remained neutral whether the municipality is able to provide or not to its communities. Meanwhile, 8% of the staff complement disagreed that the municipality is able to provide services for the communities. According to the information provided on the

figure above, the average at 50% confirmed that the Municipality is able to render the services.

6.3.5.2. The effectiveness of the available measures used to tackle non-payment of services.

Elias Motsoaledi Local Municipality has measures put in place for households that fail to pay for their monthly bills. One of the measures put in place to deal with those that not settle their debts with the municipality is to cut off electricity supply to that certain household. The employees have different opinions regarding the effectiveness of the active measures put in place by the municipality. The mentioned differing opinions from the employees are presented on the table below.

Figure 19: The effectiveness of the available measures used to tackle non-payment of services.



The figure above indicates that 75% of the municipal officials regard the current measures used to tackle non-payment of services as fair. On the other side, 25% of the employees rate the active measures as good measures to tackle non-payment of municipalities. According to Elias Motsoaledi Local Municipality officials, the measures

that are being used by the municipality to tackle non-payment of service charges are effective and fair. It is indeed the responsibility of the municipality to ensure that it collects revenue where due in an effective and fair manner because, once the municipality fails to collect revenue, it loses money that would have assisted the municipality in providing and maintaining a quality service provision.

6.4. DATA COLLECTED FROM THE COMMUNITY MEMBERS FROM THE THREE SELECTED COMMUNITIES WITHIN ELIAS MOTSOLEDI LOCAL MUNICIPALITY

This section probed an insight understanding of the biographical information of the community members and the nature of non-payment of municipal services, the causes of non-payments, how the communities feel about municipal services and their charges. The livelihood of the participants from the, the understanding of the community members on the municipal services regulations and revenue collection, perceptions on service delivery lastly to seek recommendations from the community on what the municipality should improve going forward.

6.4.1. Biographical information of the community participants

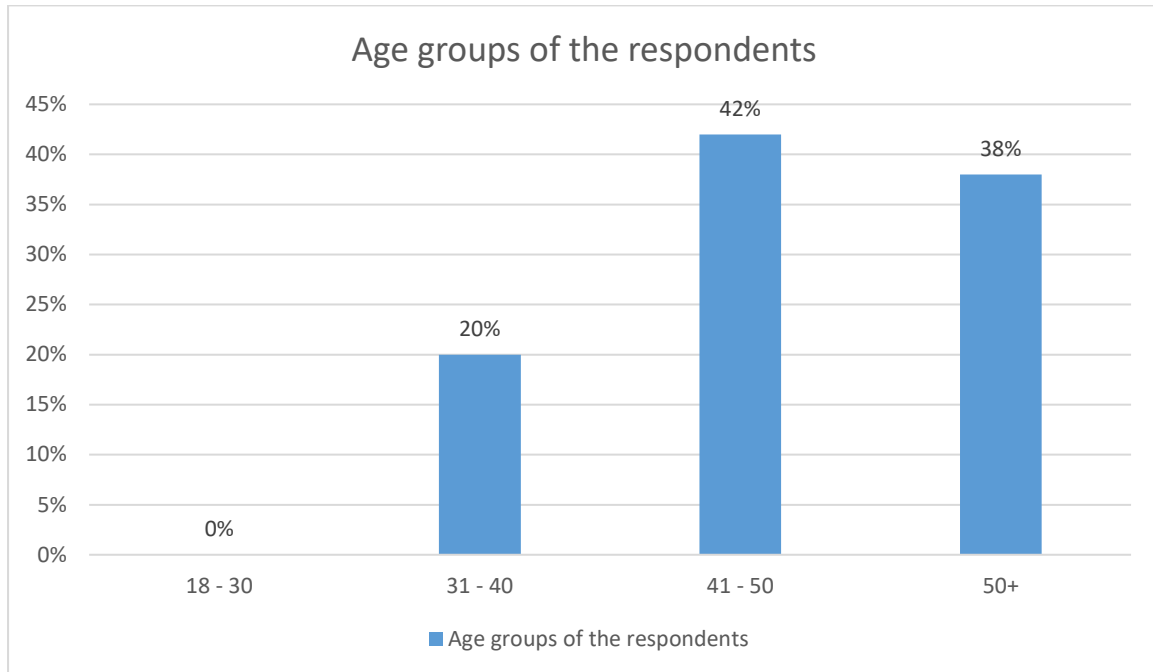
The biographical information of the community members stipulates essential evidence-based research and is also important for the understanding of why the communities are not paying for municipal services. The biographical data focused on participation by the selected households, gender, age groups, marital status, level of education, employment status, number of family members per household, monthly income, and combined monthly income and the general understanding of the research problem which is the non-payment of municipal services.

6.4.1.1 Age group of the respondents

The age group of participants often determines how they will respond to the questions asked by the researcher. Therefore, it is crucial depending on the information required by the researcher find out the age of respondents and also to avoid having minors

participating in the study. The age groups in this study varied between 18 to 50 and above. The age group profile of the respondents is presented in the below figure:

Figure 20: Age group of the respondents



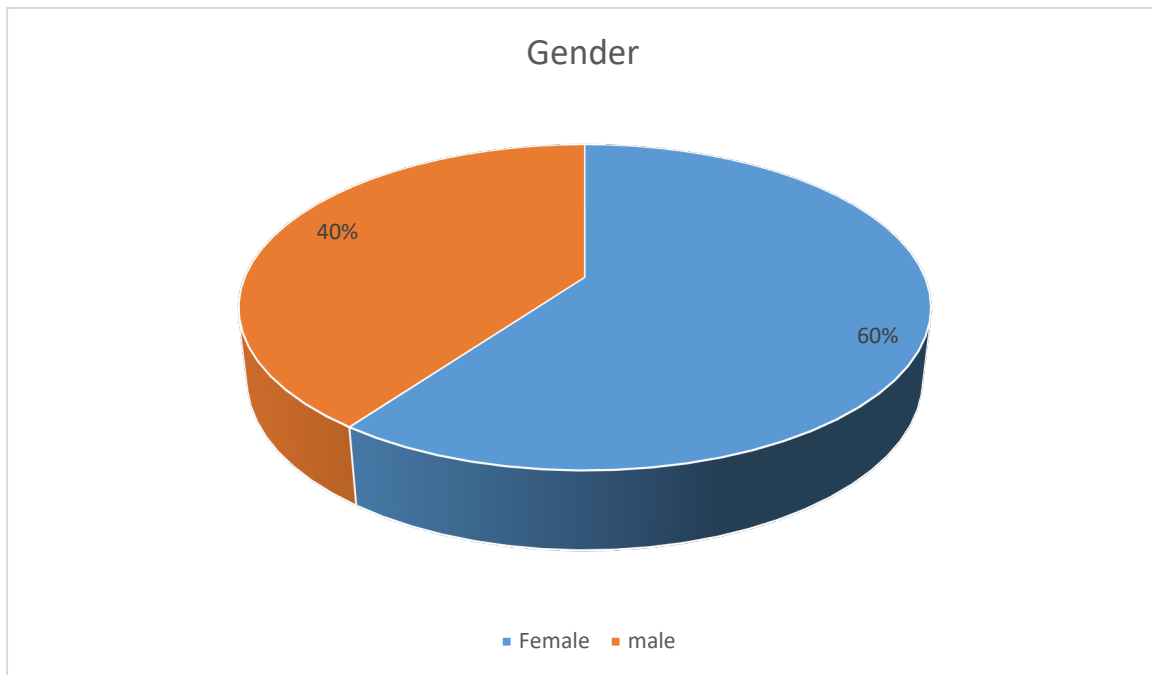
From the three communities, all the members that participated were rounded to 60 and out of the 60 participants, the age was ranging from 31 to 50+. According to the above findings, 20% of the respondents were within the 31-40 age group. The other group which constituted 42% of the participants, ranged from 41-50 age group, while the last group of respondents constituted 38% of the overall participants were from the 50 and above age group. According to the information presented in the above figure, the majority of the respondents which mostly are the head of the families are in their middle age and the second following are amongst pensioners. Lastly, the minority are the ones in their early adulthood years.

6.4.1.2. Gender of the respondents

It is of importance that when conducting the study, the gender profile of participants is critically imperative to ensure that the opinions are not gendered biased. The main reason for the researcher to conduct gender category was to check the gender profile

of the community members and to ensure that the results do not portray gender bias. The figure below indicates the gender profile of the participants:

Figure 21: Gender of the respondents



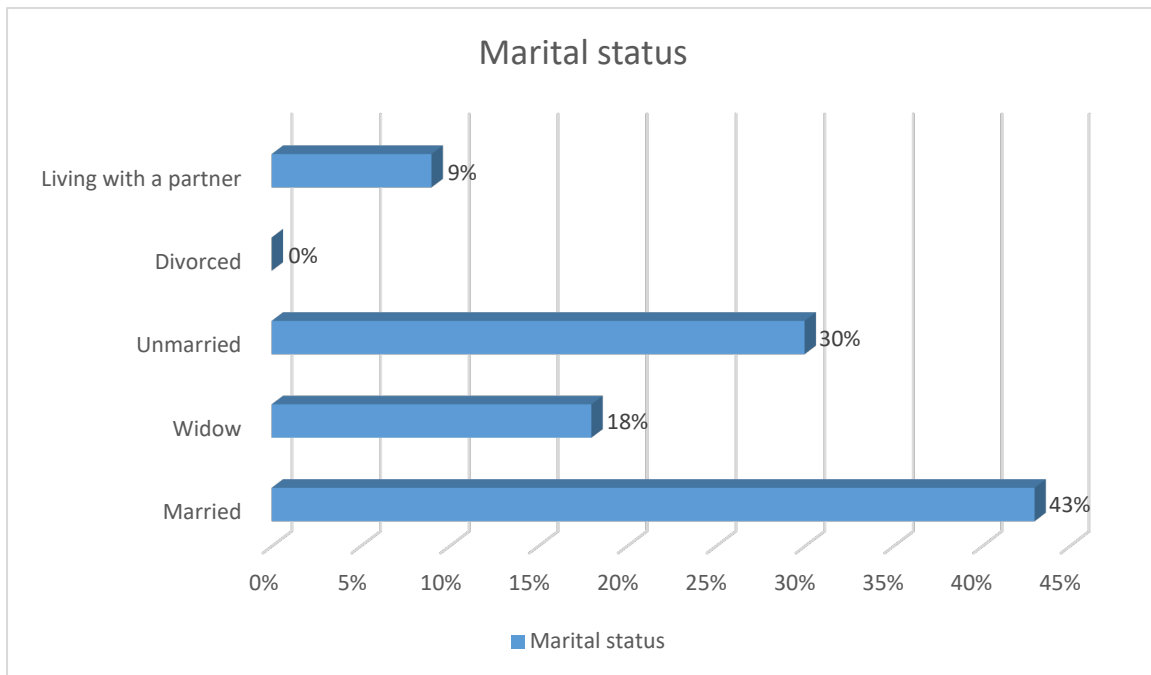
According to the figure above, out of all the participants in the three selected communities (Motetema, Tambo and Groblersdal), the majority of participants were females at 60% and male at 40%. This was mainly because, the researcher found that most households were women-headed and other household men preferred their wives to participate in the study. The information showed on the above figure revealed that most of the households were female-headed due to some being single parents, partners away on jobs, some are widows and other male partners preferred that the female partners participate in the study.

6.4.1.3. Marital status of the respondents

The probing of this information in this research is important to determine the influence of socio-economic issues in the marital status of the participants because the marital

status is often associated with the quality of life a person is living. The figure below illustrates the analysis of the marital status of the participants:

Figure 22: Marital status of the respondents



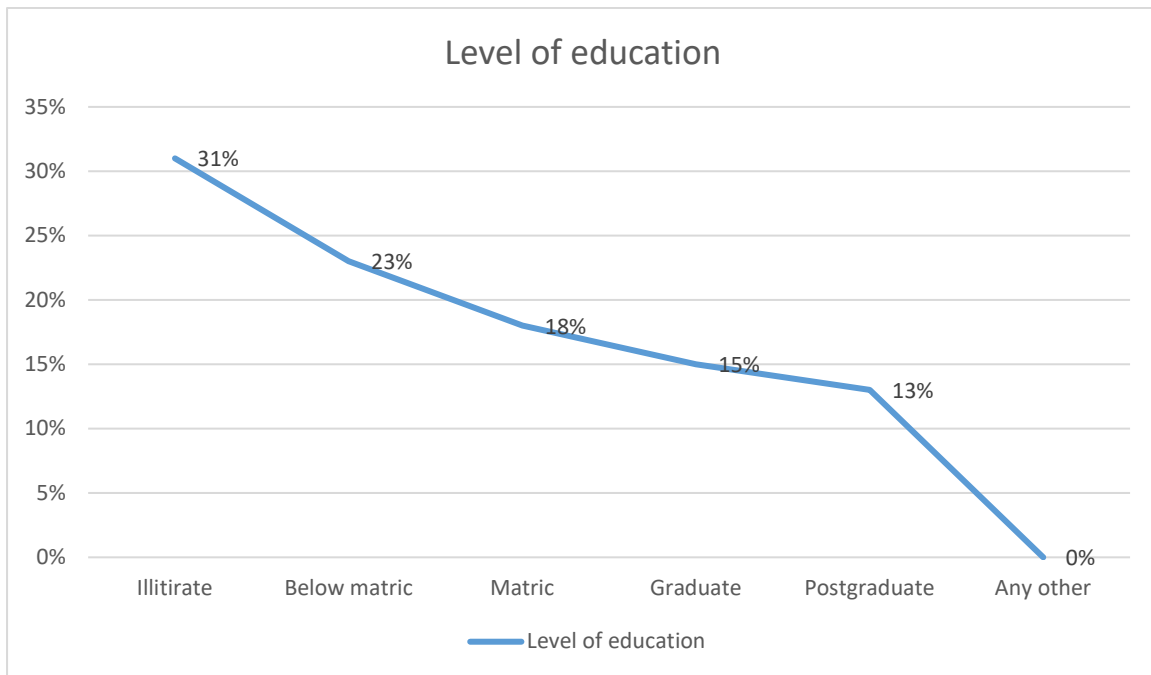
According to the above discoveries, most of the respondents 43% were married, 18% widowed, 30% not married and 9% is cohabiting. The stats presented in the above figure shows that majority of households are headed by married couples. The marital status has an impact on how a community conducts its affairs because it is believed a married couple makes a functional home which leads to a functional community.

6.4.1.4. Level of Education

Education plays a vital role in individuals' understanding of how the government operates and also in having a general understanding of the daily operations of life. The reason for this is that education equips individuals with skills, knowledge, and understanding. This information is important as part of the biographical data because it is through it that the researcher can find out if the level of education leads to the decisions taken by the community members regarding the non-payment of municipal

service charges. The educational level of the community participants is presented in the below figure:

Figure 23: Level of Education

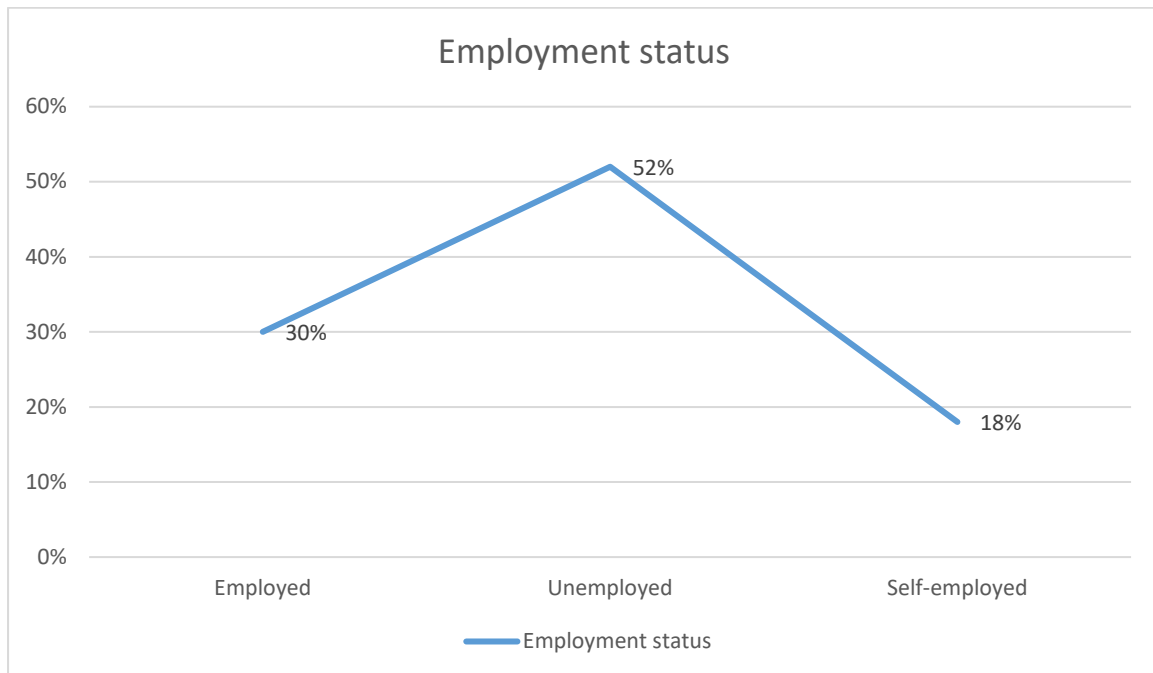


In terms of the above figure, many of the respondents are illiterate, meaning that some dropped out of school at primary level, some at secondary level before they could matriculate, and some did not even go to school at all. Meanwhile, 23% of the participants studied below matric. On the other hand, 18% of the community members did matriculate, whereas 15% of the participants, further studied as they have graduated from higher learning institutions and 13% has went beyond their first undergraduate studies but has pursued the postgraduate studies. The data presented above shows that EMLM is dominated by community members who are illiterate. Illiteracy has an impact on how an individual makes decisions, therefore it poses a negative picture on the decisions taken by the community members regarding the payments of municipal services.

6.4.1.5. Employment status

The employment status of the participants in this study determines whether the participants can afford to pay for municipal service charges or not. The employment profile of the participant is demonstrated in the figure below:

Figure 24: Employment status

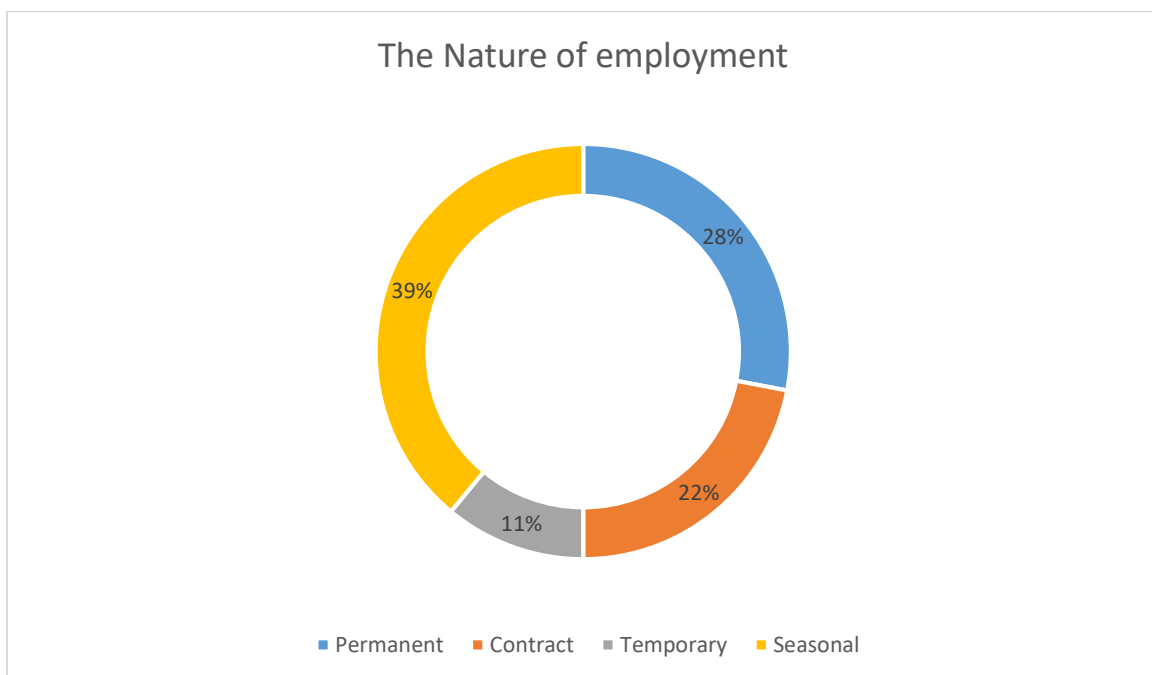


With reference to the results presented in the above figure, the majority of the community members from EMLM are unemployed at a rate of 52%. The employed group is 30% and the self-employed participants make 18% of the general population. The majority of the participants were unemployed, it means that the majority of the community members do not afford to pay for the municipal service charges. This becomes a challenge and a threat to the revenue collection of the Municipality because unemployment in South Africa is currently at 29%. Which is the worst percentage since the dawn of democracy. Unemployment becomes a detrimental matter to those who were not able to pay for municipal services because of unemployment.

6.4.1.6. Nature of employment

From the group that is employed, the researcher found four categories of employment types. Which means that all the participants that are employed not all of them are permanently employed but rather some are on contract employment, others on temporary and on seasonal employment. The statistical analysis of the nature of employment of the participants is indicated on the pie figure below:

Figure 25: The Nature of employment



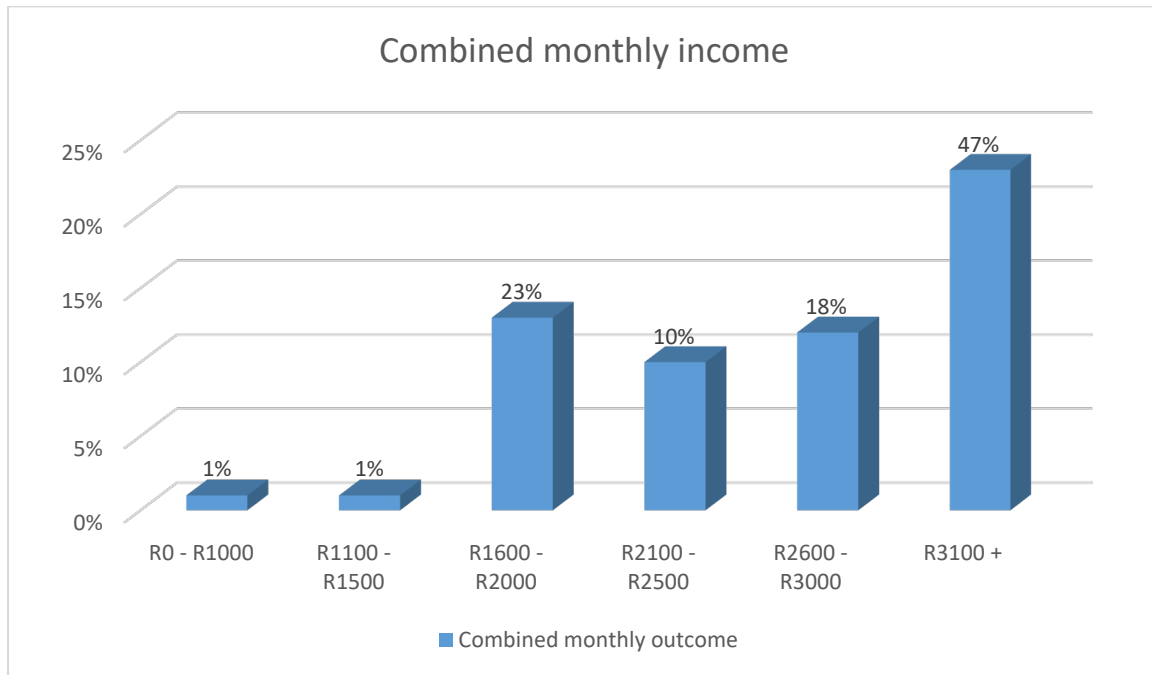
According to the findings on the above figure from the group of participants that is employed, 39% is employed on a seasonal basis. On the other hand, 28% is hired permanently, 22% is hired on contract and 11% are working temporarily and some are on what is called piece jobs. The data presented above shows that unemployment is an eminent challenge amongst the community members be it rural or urban area.

6.4.1.7. Combined monthly income

The total combined income of each household, determines whether the family can pay for municipal service charges or not. This was probed so that the researcher

could get a background on the financial stability of each family. The higher amount of the total income of a household, the more possibility that family can afford to pay for municipal services but chooses not to pay. The information on the total income combination of each household is presented in the below figure:

Figure 26: Combined monthly income

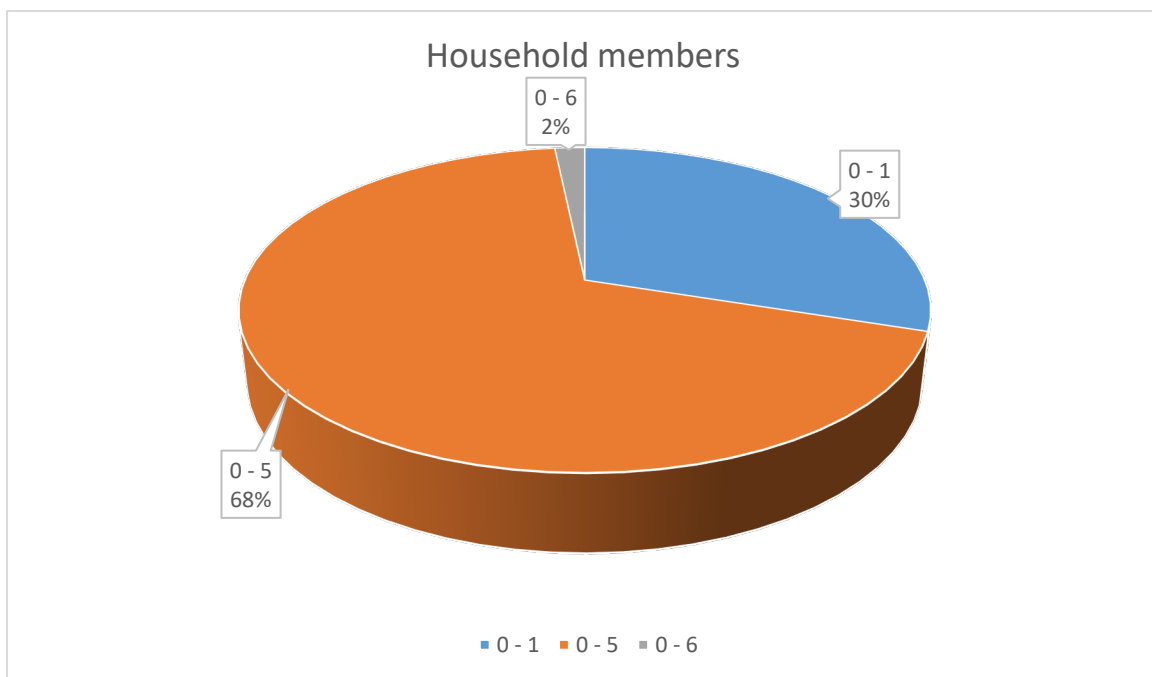


According to the above findings, the majority of households, 47% in Elias Motsoaledi Local Municipality has an income of R3100 and above combined. Meanwhile, 23% of the households have a combined monthly income ranging from R1600 – R2000. The third group of households, 18% have an income ranging from R2600 – R3000. On the other hand, the fourth group of 10% have a monthly combined income of R2100 – R2500 and its only 2% that have a monthly combined income of R1000 – R 1500. Concluding from the above results, majority of the households are affected by unemployment and thus do not have enough income to enable them to pay for municipal service charges.

6.4.1.8. Household members.

The number of households is important as part of the biographical information, because number of household members determines how the members consume services rendered. For instance, families with a high number of family members consume more services, which in return leads to a high consumption of services which means that family would pay for a large amount of municipal services. The household members were ranging from 0-1, 0-5 and 0-6. The information on household member profile, is presented in the figure below.

Figure 27: Household members.

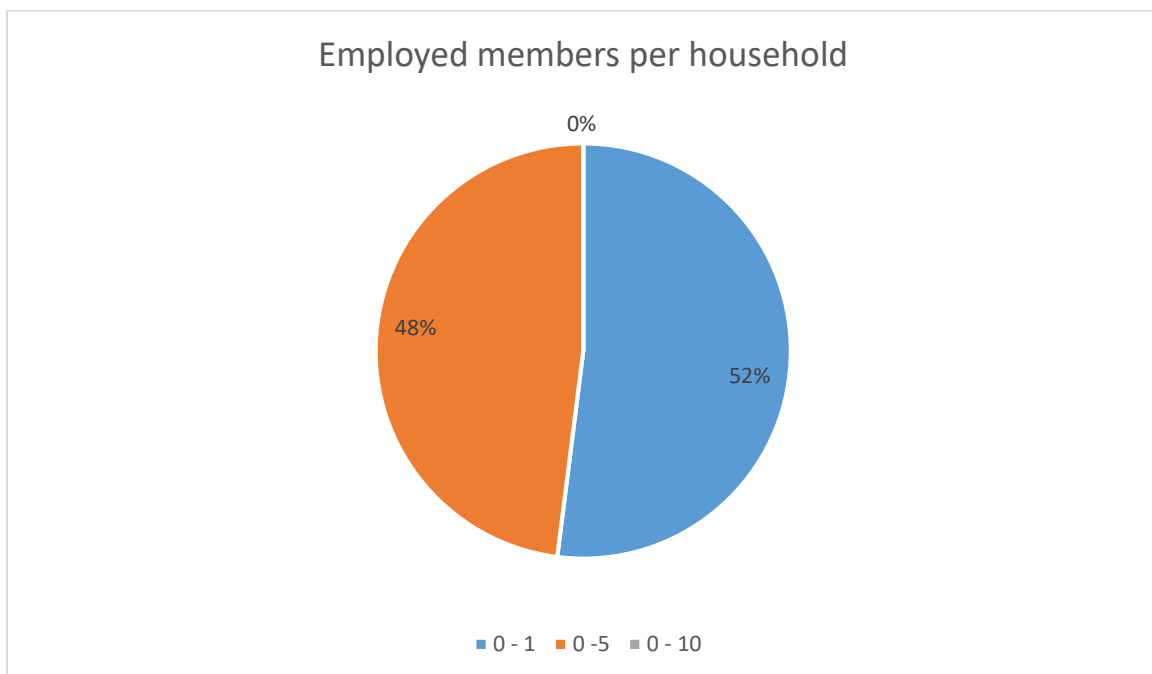


The above findings reveal that the majority of the households 68%, have family members of between 0-5. Families that have members between 5-6 create 2% of the participants and households that have only 1 family member constitute 30% of the respondents. A large portion of the households' results indicate that the families are living in large numbers per household, which means that the high number of family members the high the amount of service consumption.

6.4.1.9. Employed members per household.

Unemployment has always been a factor when coming to matters that concern finances in South Africa. Statistics South Africa recorded unemployment as 27.6% at the end of the first quarter of 2019 in the country. This report shows that unemployment is growing, therefore it becomes imperative to gather information on the employment status of the community members so that the researcher would be able to determine whether unemployment contributes to the non-payment of municipal service charges. The employment status of the household members is indicated in the figure below:

Figure 28: Employed members per household.



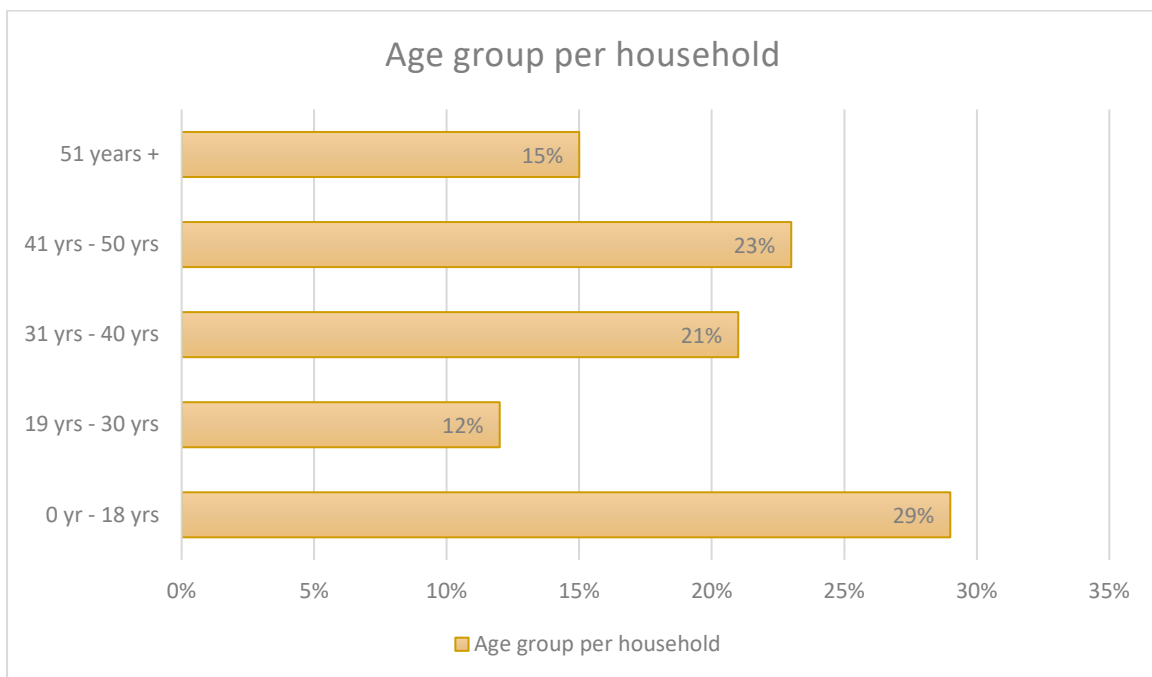
The above findings disclose that in 52% of the households, one can find that it is only one family member that is employed. Meanwhile, in 48% of the households, that is where one can find more than one person employed. meaning that the majority of the community members are unemployed and have a low monthly combined income to can sustain them and to also pay for municipal services. Therefore, it means that it is a challenge to households with less than two working family members because the whole household will be depending on the one that is working for basic needs. Which

in turn becomes difficult for the breadwinner to take care of the family and to pay for the municipal services.

6.4.1.10. Age group per household.

Age as part of the biographical information, grants the researcher an opportunity to determine different perceptions on the failure of compliance. This is because there are families that are children headed or those that are depending on the old age citizens for survival which might cause non-compliance with the payment of municipal services due to insufficient income. Therefore, knowing the ages assists in understanding the socio-economic status of every household. The information gathered is presented in the below figure:

Figure 29: Age group per household.



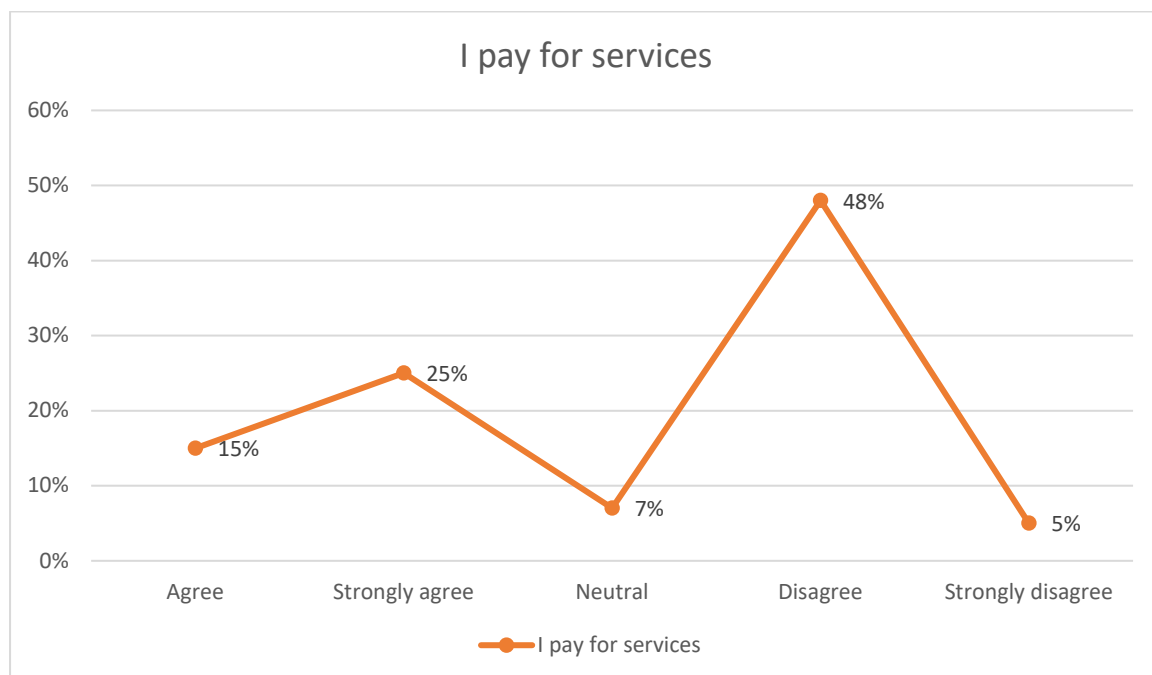
According to the findings on the above figure, out of all the households that participated in this study 29% of the households have family members aged between 0 – 18 years. 12% percent of the households have family members of the age between

19 – 30 years. 21% of the households have family members aged between 31 – 40 years. The second-highest percentage of households of members that are aged 41 – 50 years is at 23%, lastly 15% of households have family members that are aged above 51 years and above. Age forms an important part of biographical data as it shows age of the family members in a household which helps in determining the number of adults and kids in a family. Therefore, according to the above information most households are dominated by infants and youth from 0 years to 18 years.

6.4.1.11. I pay for services.

Not all citizens are compliant with the regulations of the Local Government, amongst those who do not pay for municipal services, there are those who remain loyal and those that do not have the intention of paying for service charges. This question was probed to get the percentages of those who pay and those who do not pay for services charges in Elias Motsoaledi Local Municipality. The data on whether the community members within Elias Motsoaledi Local Municipality pays for service charges is presented in the figure below.

Figure 30: I pay for services.

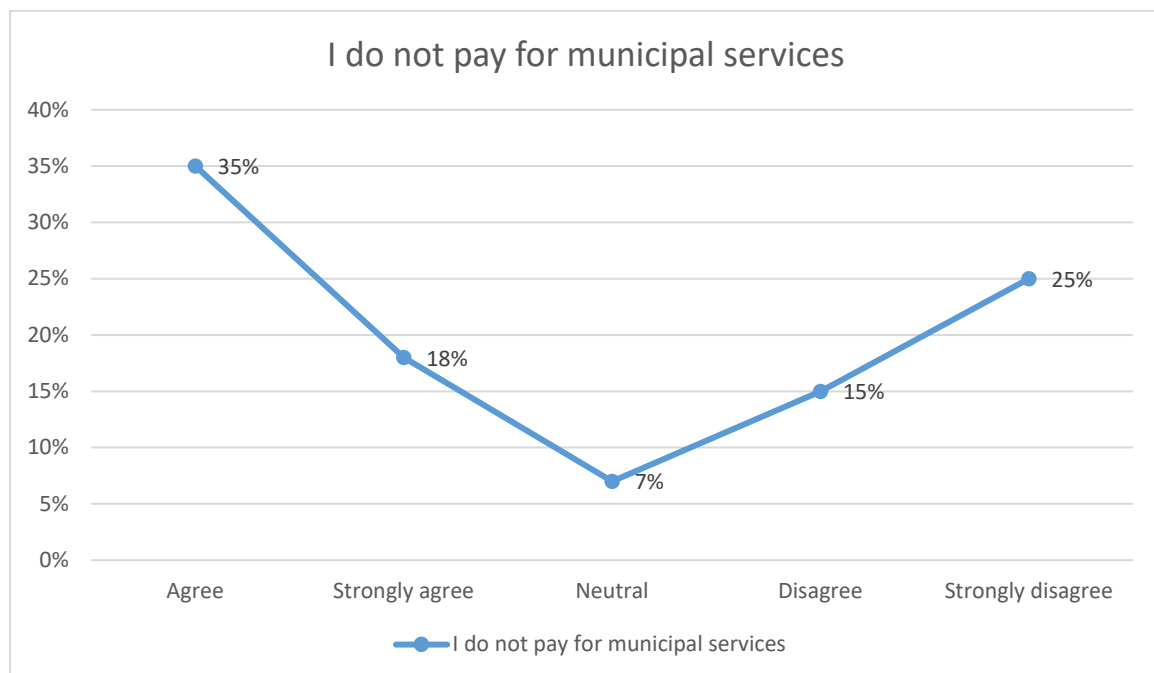


The above findings reveal that the majority of households do not pay for municipal services at EMLM because 48% disagreed to be paying for municipal services. 5% of the households strongly disagreed that they do pay for service charges. Meanwhile 7% remained neutral whether they are paying or not paying, while 25% strongly agreed to be paying for municipal services and 15% agreed to be paying for municipal services. The information shown in the above figure confirms the depth of non-payment of municipal services in EMLM, which is not a good reflection on the state of the Payments of municipal services in the Municipality.

6.4.1.12. I do not pay for municipal services.

This question was probed because municipalities are sinking in debts and failing to generate income through rendering of services. The data presented below, give an insight to how rooted non-payment is in Elias Motsoaledi Local Municipality:

Figure 31: I do not pay for municipal services.



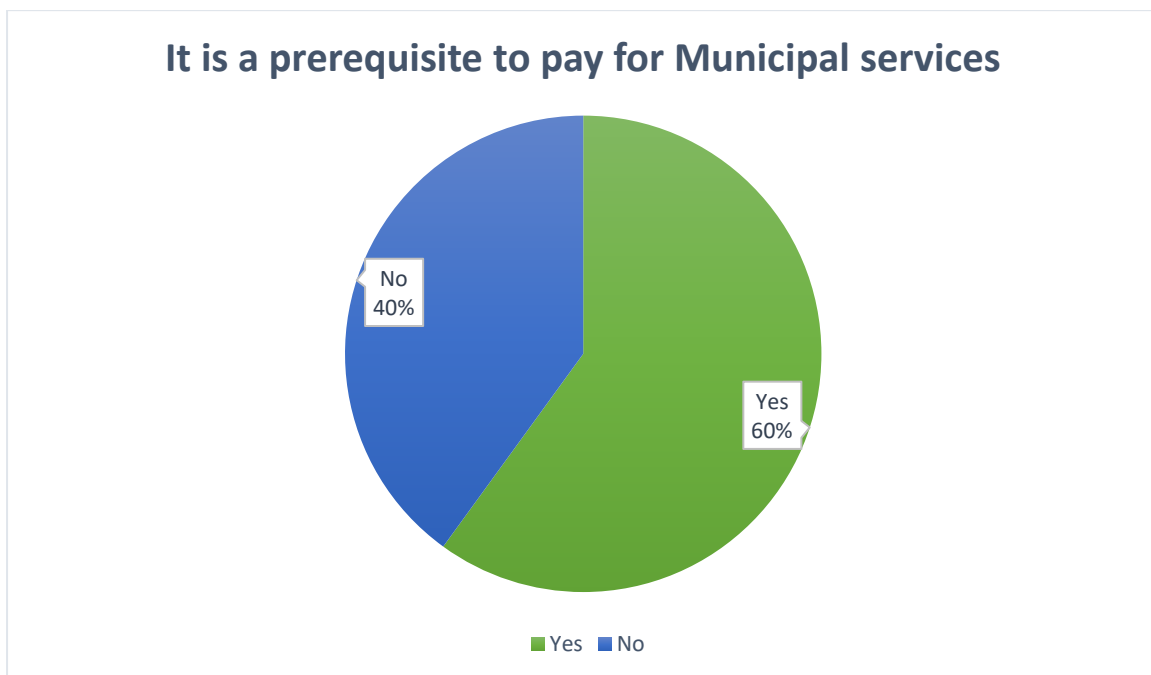
According to the findings on the above figure, 35% confirmed not to be paying for municipal services. While 18% strongly agreed that they do not pay for municipal services. While 7% remained neutral regarding the payment of municipal services.

Whereas 15% disagreed to not be paying for municipal services and 25% of the household strongly disagreed to not be paying for the service charges. This information shows that community members that are paying are few compared to that are not paying and concluding from the reaction, the majority that is not paying for the municipal services is not willing to pay for service charges.

6.4.1.13. It is a prerequisite to pay for municipal services.

Due to the fact that the South Africans were promised free basic services, the majority has stopped paying for consumer debts and that has led to many believing that it is not a must to pay for municipal services' fees. This question sought to solicit the statistics of those who know that it is a prerequisite for them to pay for service charges. The data gathered is presented in the below figure:

Figure 32: It is a prerequisite to pay for municipal services.



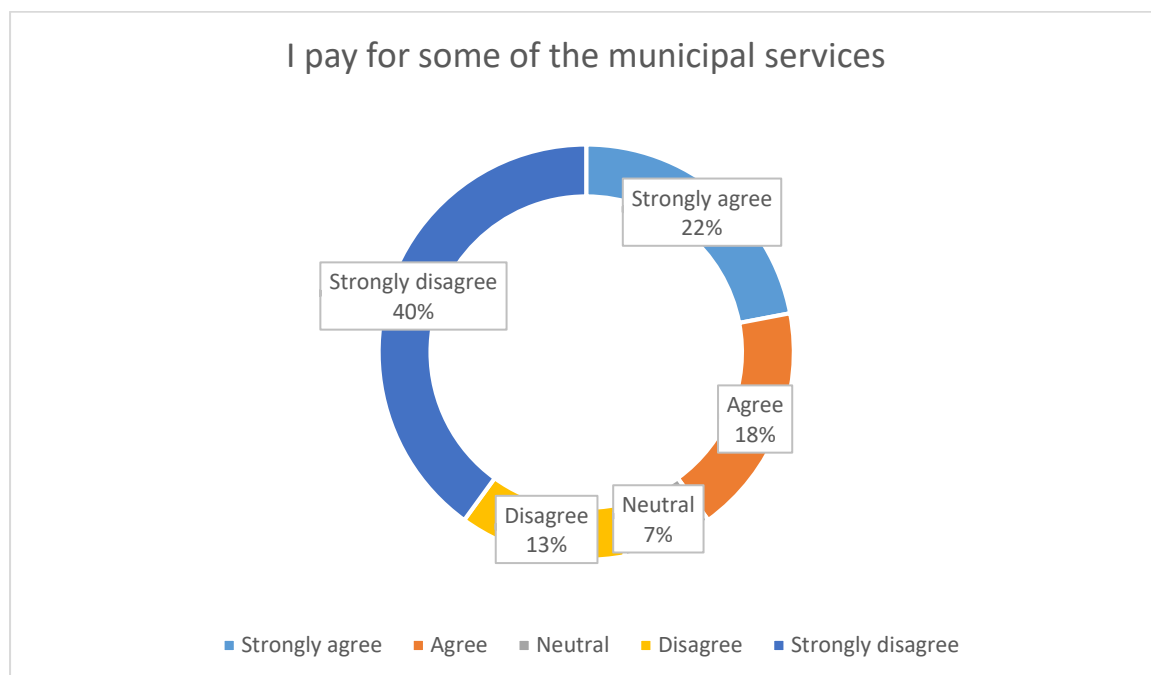
According to the above findings, 60% of the citizens acknowledge the fact that they should pay for municipal services but choose not to pay. Meanwhile, 40% contemplates that it is not a must for them to pay for municipal services, it is a matter

of choice according to them. These results indicate that education on payments of municipal service charges and collection of revenue needs to be provided to the communities within Elias Motsoaledi Local Municipality so that the importance of revenue collection is stressed out and understood by the citizens.

6.4.1.14. I pay for some of the municipal services.

There are citizens that pay for municipal service charges but chooses not to pay for all the services that are levied due to various reasons. This question was asked to implore the information on the possible existence of those who pay for some of the services. The data regarding the probed question is presented in the figure below:

Figure 33: I pay for some of the municipal services.



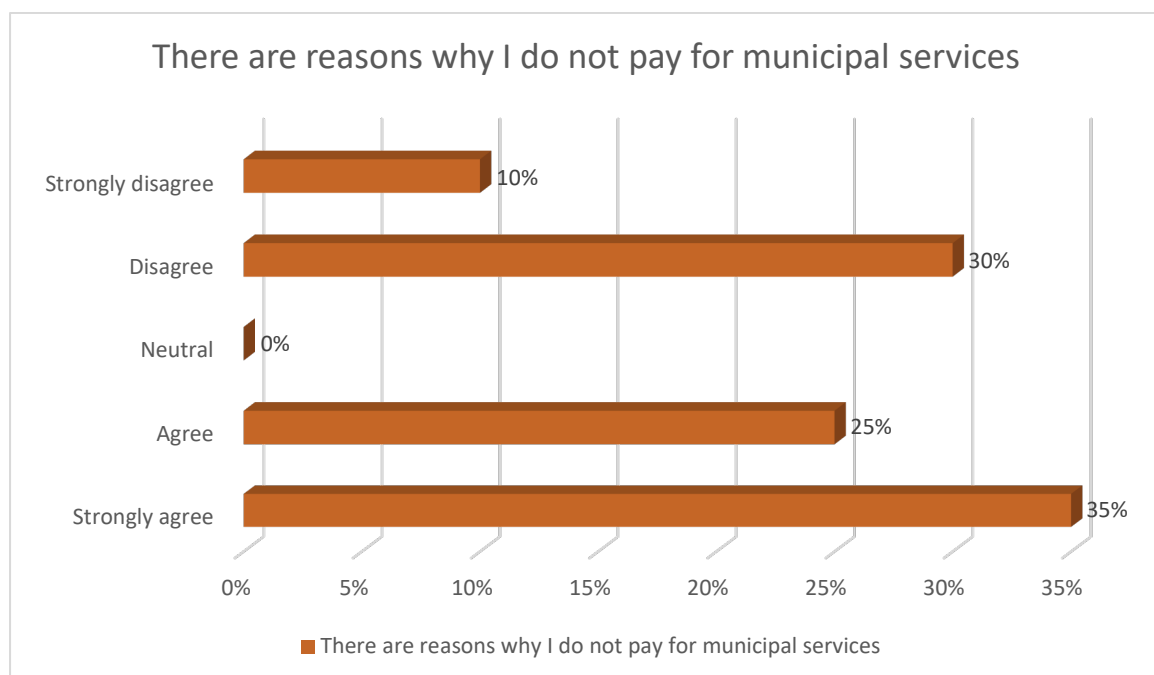
According to the findings on the above figure, it is demonstrated that most of the households in Elias Motsoaledi Local Municipality do not pay for municipal service charges, it is only a few households that pay for municipal services. The results above, give a clear indication of the depth of non-payment of municipal service charges in EMLM. 53% confirmed that it does not pay for municipal service charges, 7%

remained neutral and only 40% agreed to be paying for municipal service charges. Non-payment of municipal services is deep-rooted in EMLM and it will take the cooperation of the Municipality and the communities to come together and see how the non-payment can be dealt with.

6.4.1.15. There are reasons why I do not pay for municipal services.

There are reasons behind the non-payment of service charges, hence the probing of this nature. This question was probed so that the researcher could be exposed to the reasons why the participants are not paying for the municipal service charges. The analysis on whether the participants have reasons leading them to not paying for the municipal services is presented in the below figure:

Figure 34: There are reasons why I do not pay for municipal services.



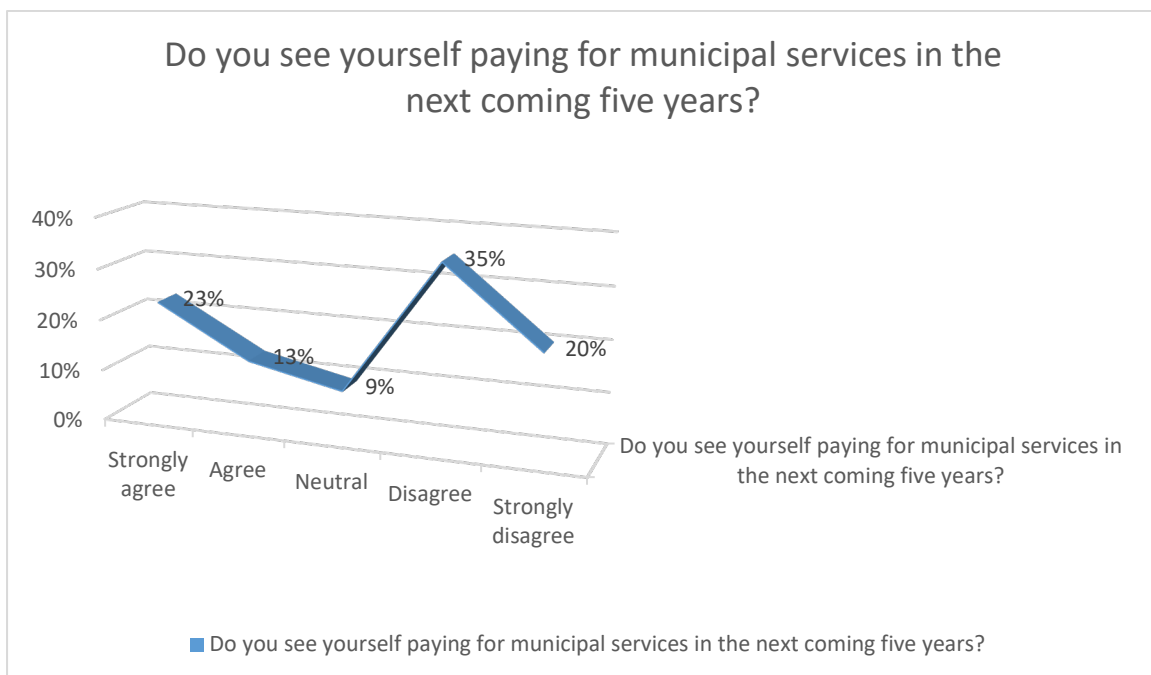
According to the findings presented in the above figure, 60% of the households agreed that there are reasons why they do not pay for municipal services, whereas on the other hand, 40% disagreed that there are reasons that make them to not pay for municipal services. Each household has its own reasons for why they are not paying

for municipal service charges. Some have alluded that, it is due to unemployment, unwillingness to pay and high rates of the charges.

6.4.1.16. Do you see yourself paying for municipal services in the next coming five years?

Participants were asked if they see themselves paying for municipal service charges in the next coming years to see if the high rate of non-payment of municipal service charges in Elias Motsoaledi Local Municipality will decrease and again to probe the willingness of the participants in paying for municipal consumer debts. The response from the participants are presented on the line figure below:

Figure 35: Do you see yourself paying for municipal services in the next coming five years?



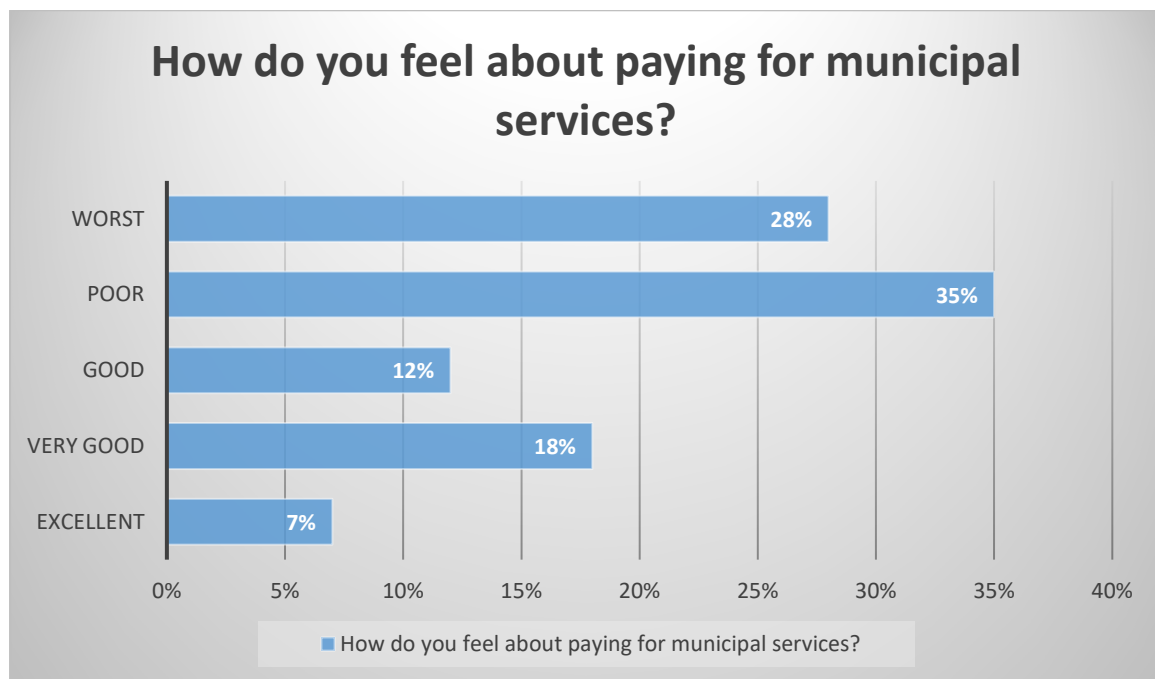
According to the data presented in the figure above 55% of participants do not see themselves paying for municipal services. However, 9% remained neutral and 36% of respondents see themselves paying for service charges in the next coming years but nonetheless, that is not guaranteed. According to the above findings, non-payment of

municipal services will continue being a challenge in Elias Motsoaledi Local Municipality.

6.4.1.17. How do you feel about paying for municipal services?

There are mixed emotions when coming to payments of municipal service charges, hence this question was probed to discern how the community members feel about paying for municipal service charges. The result of the probed question is presented on the bar figure below:

Figure 36: How do you feel about paying for municipal services?

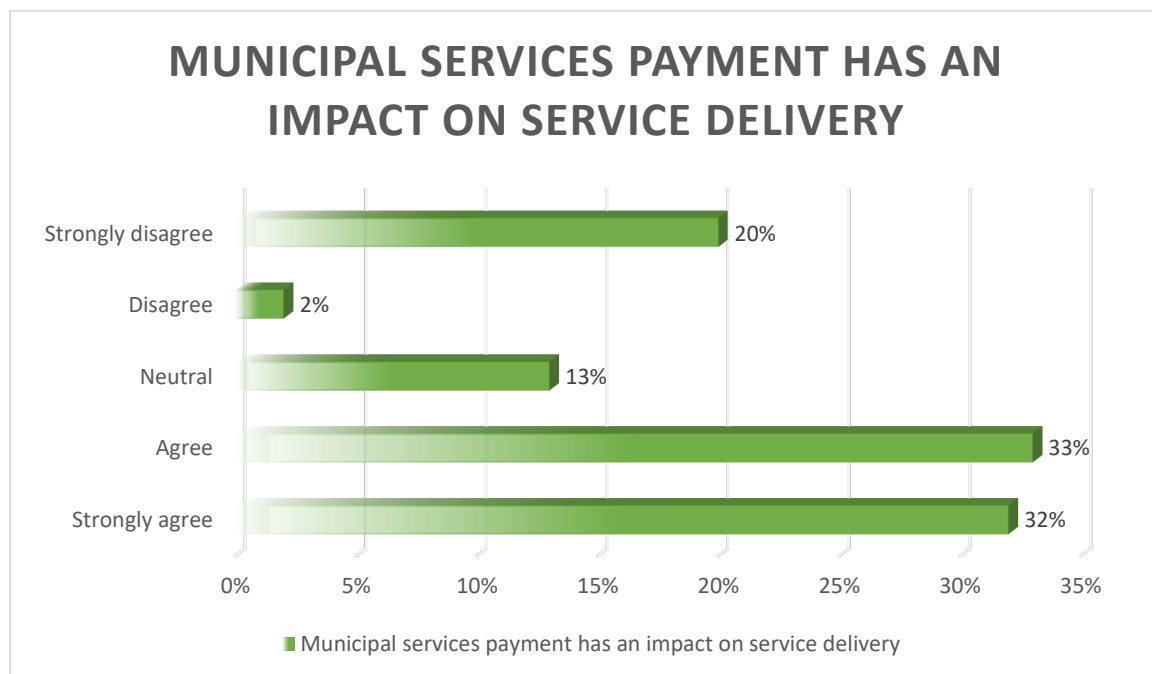


According to the findings on the above figure many respondents, 63% of the respondents feel bad about paying for municipal services. This means that the respondents do not approve of payment of service charges. Meanwhile, 37% feels that it is the right thing to pay for consumer debts. It is quite obvious that majority of participants do not feel good concerning the payment of municipal services. This therefore, needs an urgent intervention from the local government.

6.4.1.18. Municipal services payment has an impact on service delivery.

This section was probed to solicit the knowledge of the communities on the importance of paying for municipal services charges and its impact on service delivery. As much other community are informed and knowledgeable about the operations of government and the importance of their contributions, there are those that are clueless about the importance of their contributions in government. Therefore, the figure below indicates the awareness of the communities on the impact of non-payment of municipal services on service delivery:

Figure 37: Municipal services payment has an impact on service delivery.

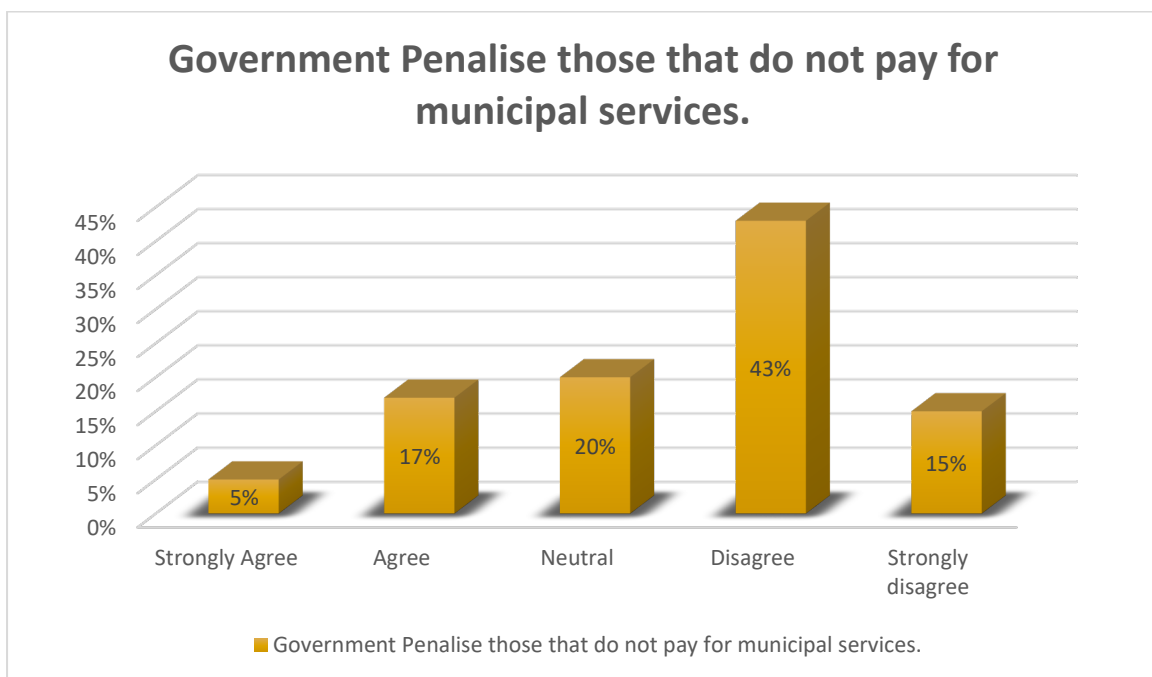


According to the result presented on the above figure 65% acknowledges that they do know that paying for municipal services does have impact on service delivery, while 22% disagreed that paying for municipal services does have any impact on service delivery. These percentages indicate that the majority is aware that paying for municipality is important and for those that did not know that, the Municipality should do awareness campaigns on the importance of payments of municipalities and so that the communities can be aware of the implications of the non-payments of service charges and also its impact on an effective service delivery.

6.4.1.19. Government penalise those that do not pay for municipal services.

Where law enforcement is poor, often the communities continue doing bad assuming that it is not wrong since there are no penalties for the lawbreakers. This question was probed to perceive if the Municipality penalises those who do not pay for service charges. The results are, therefore, presented in the below figure:

Figure 38: Government penalise those that do not pay for municipal services.

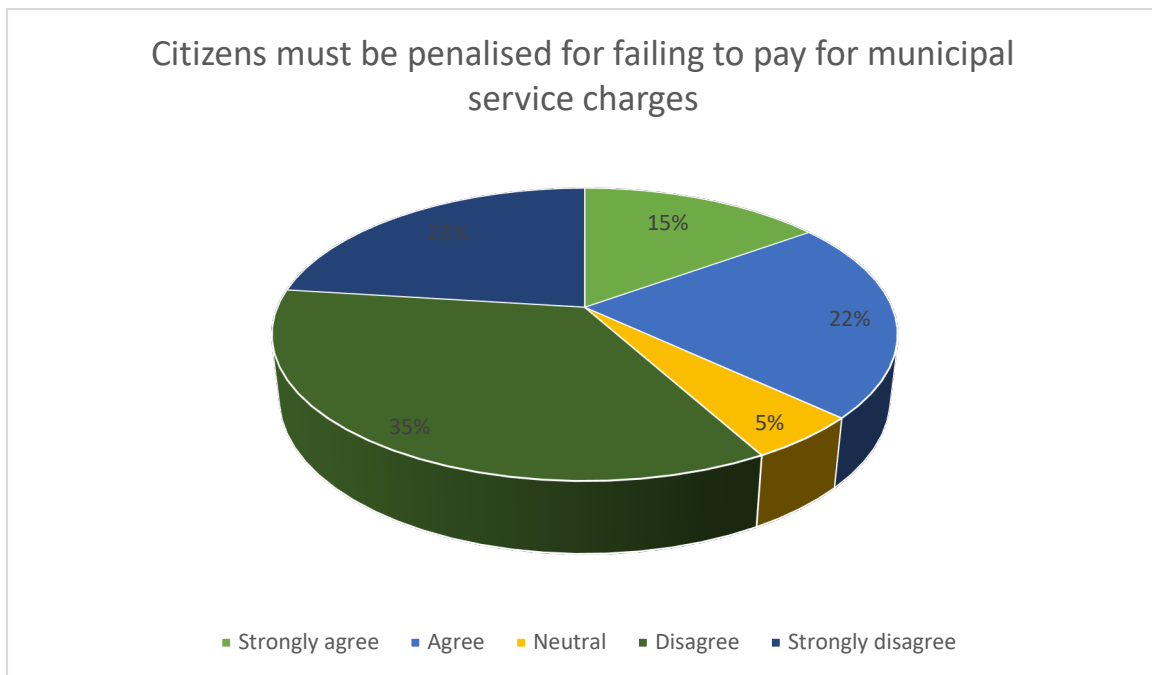


According to the data on the figure above, it is only 22% of the participants agreed that government penalises those that do not pay for municipal services and 58% disagreed because according to the government does not penalise those that do not pay for municipal services. When those that do not pay for municipal services are not penalised, it discourages those that are paying for services because the municipality is not being strict on its rules and regulations. Therefore, it is only fair that those who do not adhere to the payments of service charges be penalised and pay their debts so that there is no gap between the ratepayers and those who do not pay.

6.4.1.20. Citizens must be penalised for failing to pay for municipal service charges

This question was explored for the reason that citizens hold different views on whether they should be penalised for failing to pay for municipal service charges or they should not be penalised. The different views from the households were recorded and are presented in the below pie figure:

Figure 39: Citizens must be penalised for failing to pay for municipal service charges

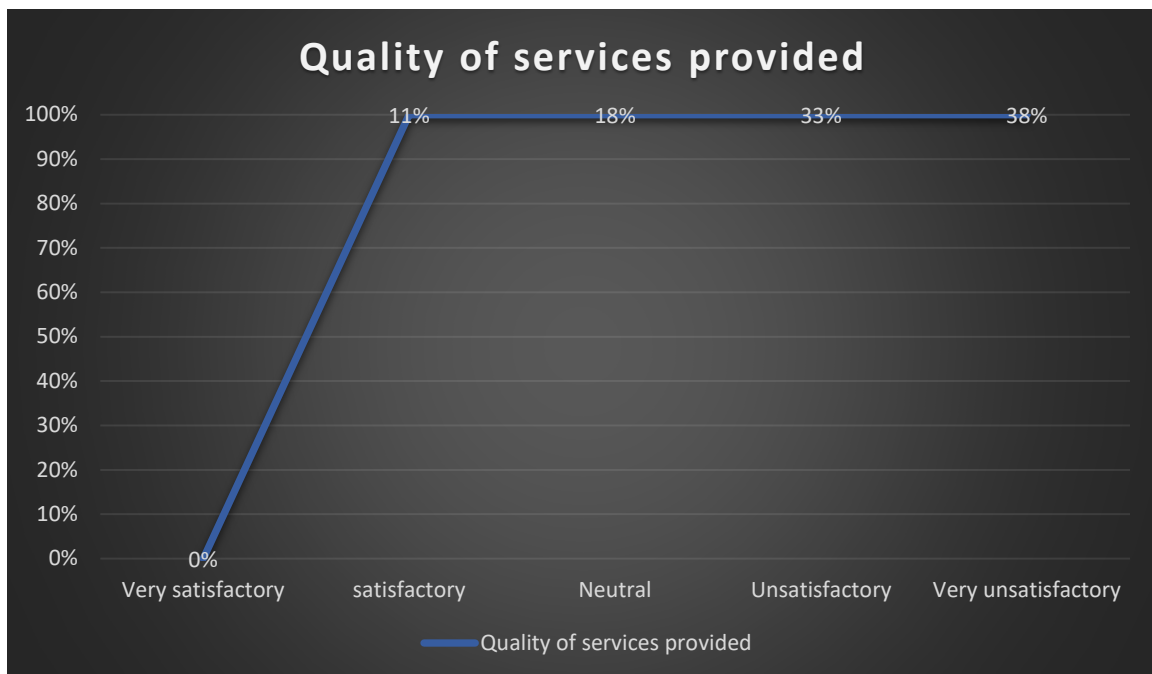


According to the finding above 58% of the participants disagree that citizens who do not pay for service charges must be penalised. Meanwhile, 37% agree that those who do not pay for municipal services must be penalised. This is mainly because the majority of the residents blame the government for poor service provision, unemployment, inequality and the empty promises that were not fulfilled. The majority of the community members are waiting on government to deliver free basic services as promised by the ruling party. This explains the continuous decline in payments of municipal services countrywide.

6.4.1.21. Quality of services provided.

According to Batho Pele principles the citizens must receive services that are of good quality, accessible and affordable, hence this question was probed to determine the quality of services rendered by Elias Motsoaledi Local Municipality. In most cases, clients do not pay for poor quality of services but when the services are of a good standard and worthy of their prices clients do not hesitate to pay. Therefore, it is quite important that the government ensures that it provides services that carry value for money. The figure below presents that findings from the community members regarding the quality of services rendered by the Municipality:

Figure 40: Quality of services provided.

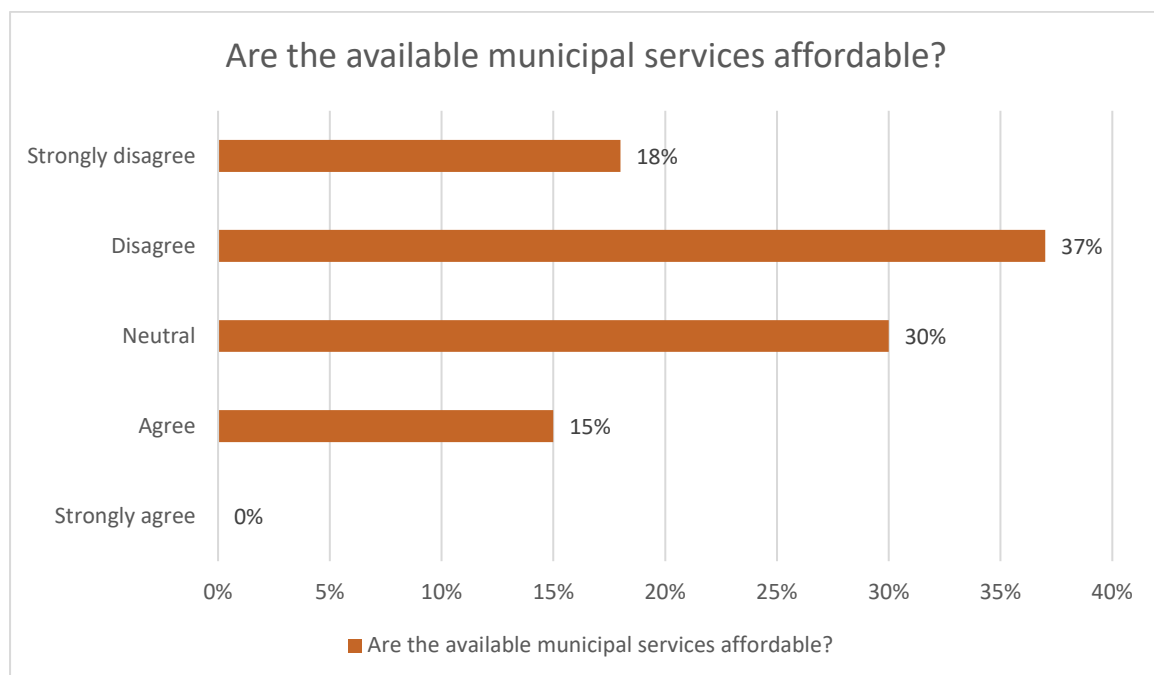


The figure presented above indicate that 71% of the participants are not satisfied with the quality of service rendered by the municipality. Meanwhile, only 11% of the respondents are satisfied with the quality of services. The results show that the majority of the community members are not satisfied with the provision of services. This then calls for the municipality to improve on the quality of services provided to the communities.

6.4.1.22. Are the available municipal services affordable?

Participants were asked if the available municipal services affordable, so that it could be easy to determine that the community members are not paying for municipal services because of their pricing or other possible reasons such as unemployment, incorrect billing, and unwillingness to pay. The data pertaining the results of the affordability of services provided by Elias Motsoaledi Local Municipality is presented in the figure below:

Figure 41: Are the available municipal services affordable?

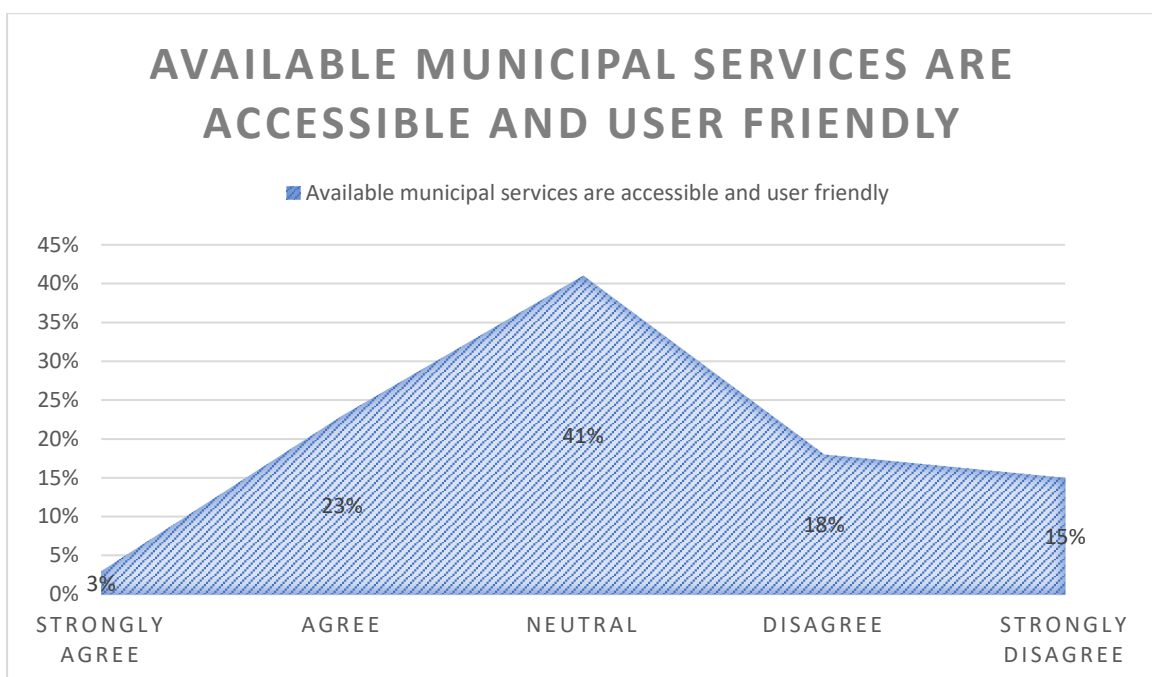


According to the data presented in the above figure, 18% of the participants strongly disagree that the available services are affordable. While 37% disagrees that available rendered services are affordable, 30% is neutral on whether the services are affordable or not. Meaning it is neither satisfied nor unsatisfied with the affordability of the services, it is only 15% of the participants that agreed that the available services are affordable. It is clear that majority of the community members do not afford the rates of the services provided by the municipality, which must be a concern to the Municipality if the communities are not able to afford the rendered services. Municipality must find out why the communities are failing to afford the rendered services and see if rates can be reduced.

6.4.1.23. Available municipal services are accessible and user-friendly.

It is important that the services rendered by the municipality are accessible to the communities, especially to those who have mobility challenges and user-friendly to everyone including those with physical impairment. The figure below presents that findings on accessibility and the friendliness of the services provided within the Elias Motsoaledi Local Municipality.

Figure 42: Available municipal services are accessible and user friendly.

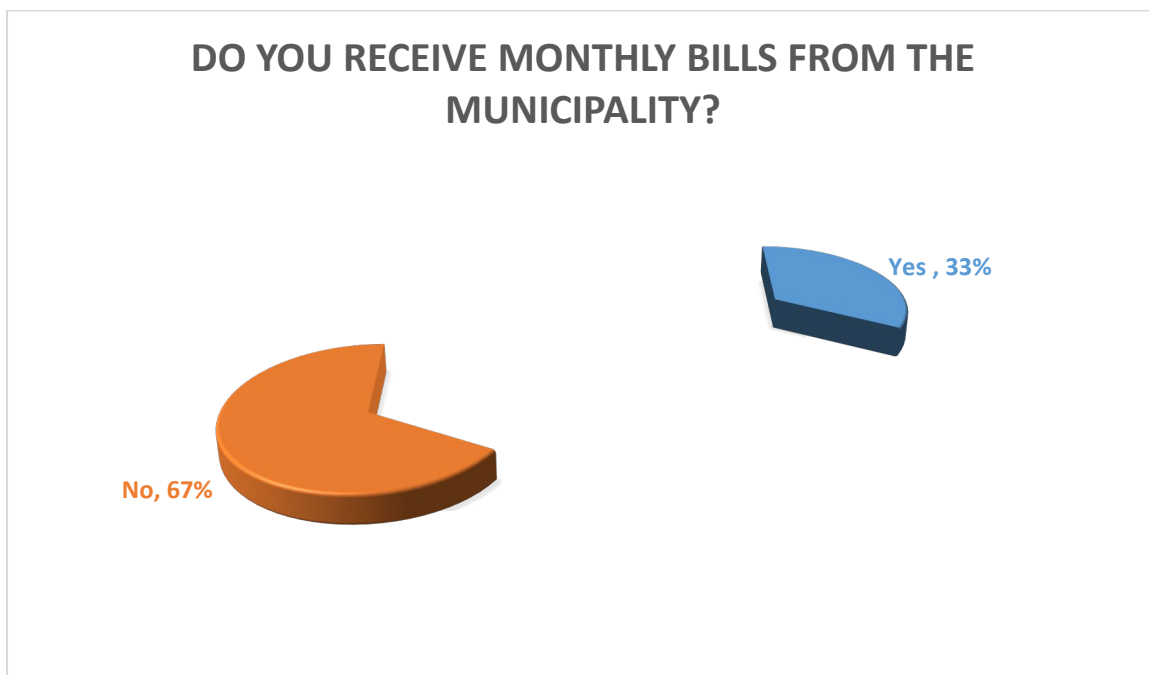


According to the above figure, 26% of the participants agreed that the available services are user-friendly and accessible, while 33% disagreed and regarded the available services as inaccessible and not user-friendly. Meanwhile 41% remained neutral regarding the accessibility and the friendliness of the services. Communities comprises of different types of people such as people living disabilities, therefore it is important that services provided accommodates people of different physiques. It is also important that the services provided are accessible to everyone.

6.4.1.24. Do you receive monthly bills from the municipality?

The ability of issuing out of bills by the municipality to its households monthly, is one of the crucial factors that determines whether the municipality is committed on generating revenue collection and recovering the funds utilised by the municipality but a failure to issue out bills shows that the municipality is not committed on raising its revenue collection and thus failing in away. Therefore, it is crucial for municipalities to ensure that it generates income and this is done by charging services rendered to the communities, this also enabled by strong internal financial controls that are exercised by the municipality. The figure below, therefore, shows the percentages of households receiving bills monthly:

Figure 43: Do you receive monthly bills from the municipality?



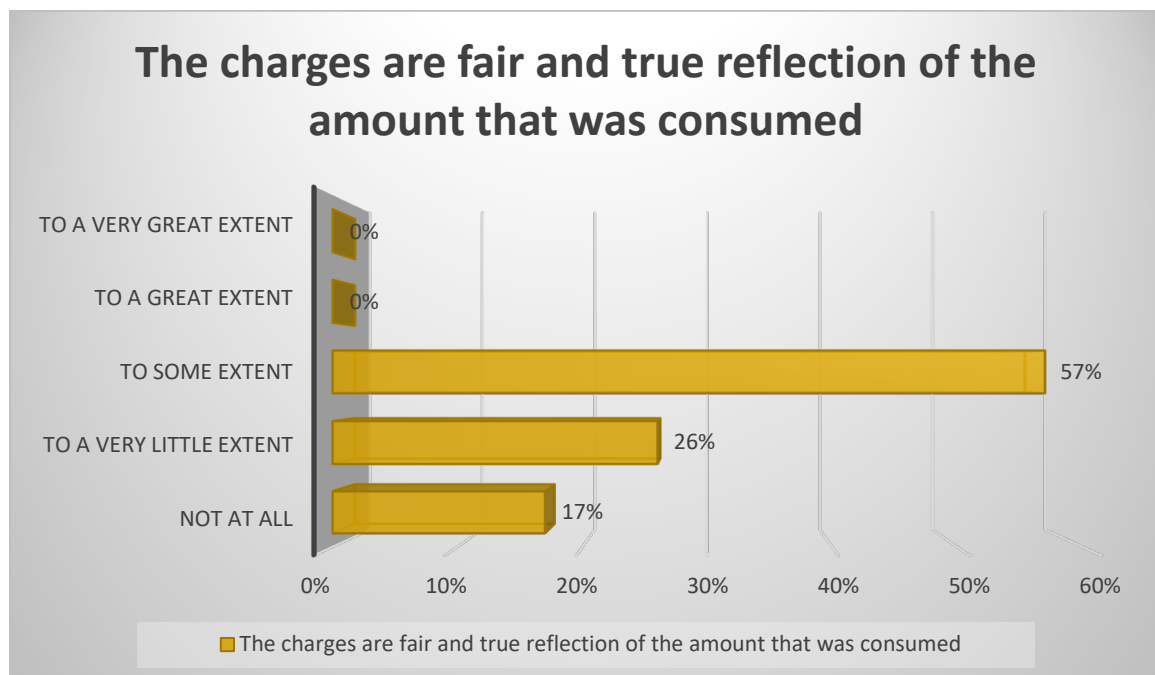
According to the above figure, 67% of participants do not receive monthly bills from the municipality. It is only 33% that gets billed monthly. The high percentages of households not receiving bills from the municipality indicate that EMLM is operating on a loss because it is simply not generating enough revenue. This result shows that non-payment of municipal service charges in this municipality is a huge challenge and needs urgent solutions provided by the municipality working together with the communities to reduce it and raise the revenue collection. When a municipality fails to

come up with new methods to cap challenges such as non-payment of service charges, it puts its sustainability and development in danger. Because, non-payment of municipal service charges cripples the financial viability of the municipality. The question now is, does the households receive the bills and choose not to pay or households do not get bills because where they live services are not billed?

6.4.1.25. The charges are fair and true reflection of the amount that was consumed.

It is important for the researcher to find out if the charges of the municipal services are fair and true reflection within the paying households in Elias Motsoaledi Local Municipality, because the country has experienced protests influenced by inaccurate billing, incorrect billings and unfair charges of the services rendered. Therefore, the analysis obtained from the selected communities regarding the fairness and true reflection of the charges within the EMLM is presented in the figure below:

Figure 44: The charges are fair and true reflection of the amount that was consumed.



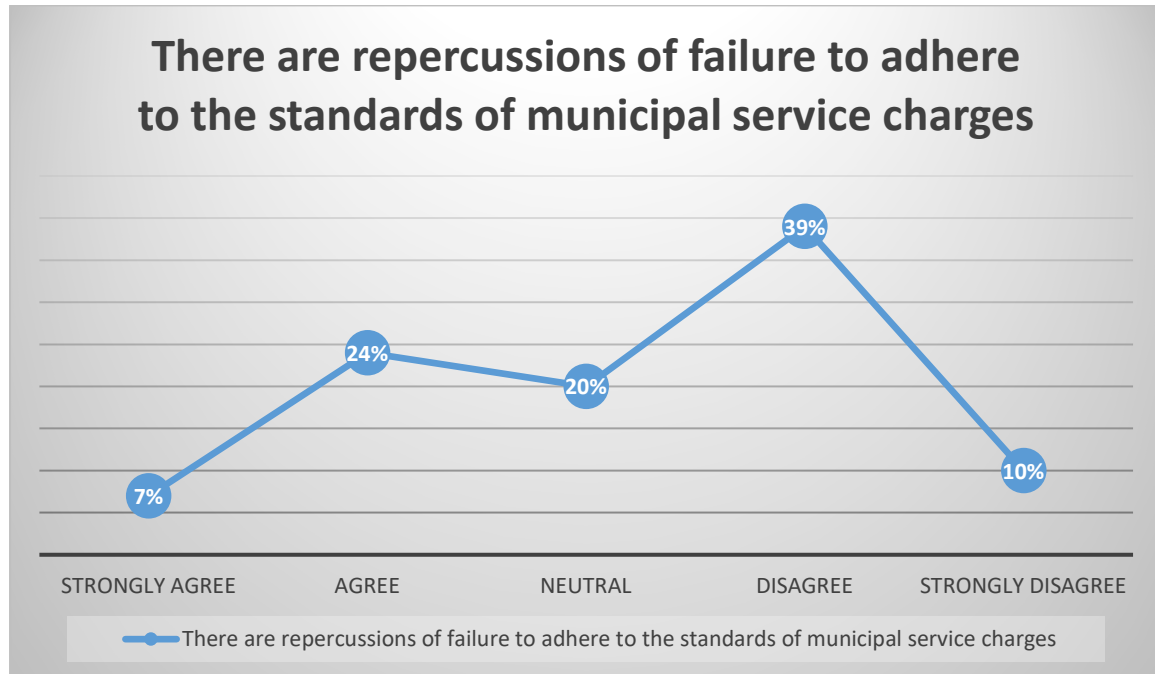
From the findings presented in the above figure, the charges of municipal services are not always fair. A total of 57% indicates that the charges are not entirely fair but to some extent, 26% shows that the charges are fair and true reflection of what was

consumed to a very little extent and 17% disagreed that the charges are true and fair. This is because the charges fluctuate and are in most cases very high. For example, there are families in Groblersdal that only come home over the weekends only but their bills are always high, inaccurate and inconsistent. These type of incidents and lack of monitoring from the municipality's side discourage other households from paying the municipal service charges.

6.4.1.26. There are repercussions of failure to adhere to the standards of municipal services

Municipalities deal with non-payments of municipal service charges in different ways, such as to cut the connection of electricity to the households that are in debt. But due to poor implementation of the mentioned measure, in some areas, whether they pay or do not pay for the municipal charges, there is nothing done by the municipality. Hence, other communities do not know that there are measures put in place to deal with non-payments of municipal services. Therefore, the figure below indicates the knowledge of the communities about the repercussions of failure to adherence of municipal service charges:

Figure 45: There are repercussions of failure to adhere to the standards of municipal services



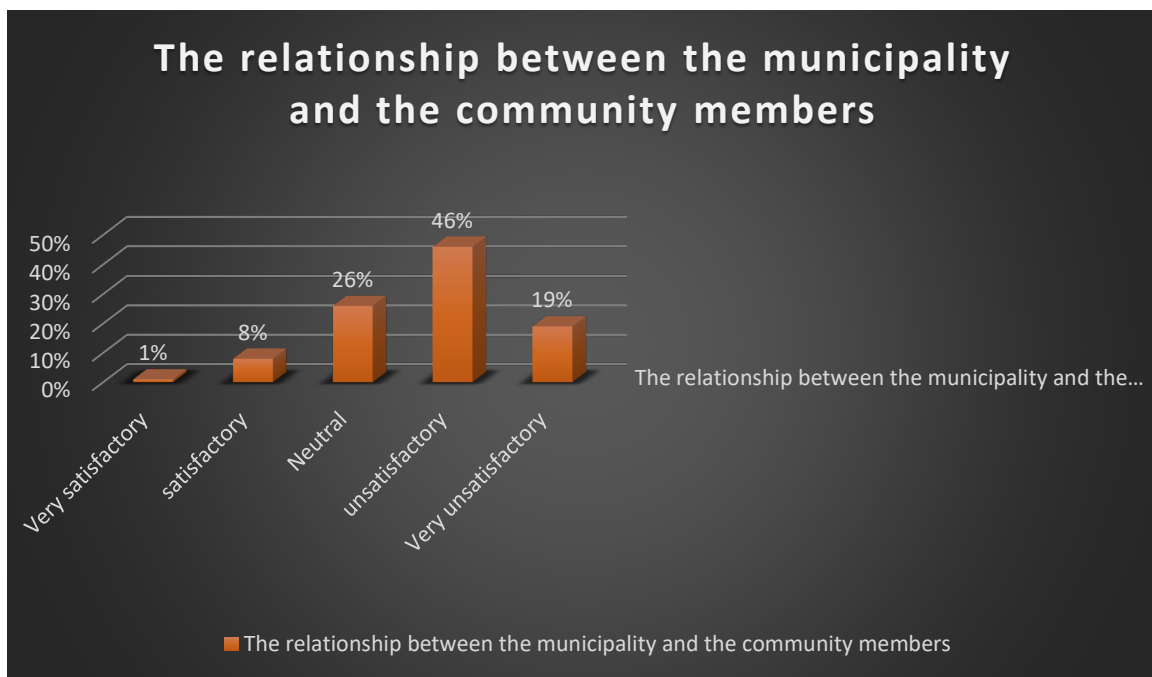
According to the above figure, 49% concurred that there are no consequences that citizens face when they do not adhere to the standards and conditions of municipal services but 31% indicated that there are repercussions of failing to adhere to the standards of municipal services. The researcher believes that these results are influenced by the fact that the majority of households in the communities are not paying for the municipal services and the municipality is doing nothing about that. It is only the majority of households in Groblersdal that are paying for the municipal service charges and faces the repercussions of failing to comply with the debts payments of the services rendered.

6.4.1.27. The relationship between the municipality and the community members

It is important for municipalities to have a good relationship with the communities, because it creates a healthy environment of operation, cooperation between the municipality and community members and it further encourage community

participation in the local government affairs. Chapter four of the MSA requires municipalities to develop a culture of creating conditions of community participation in the daily affairs of the municipality. The figure below presents the analysis of the relationship between Elias Motsoaledi Local Municipality and the selected communities.

Figure 46: The relationship between the municipality and the community members



According to the findings on the above figure, the relationship between the municipality and the community members is unsatisfactory as 46% of the community members rated the relationship as unsatisfactory and 19% rated the relationship as very unsatisfactory, only 9% agreed that the relationship between the community members and the municipality is satisfactory. The municipality needs to work on its relationship with the communities, judging from the research findings, the municipality still lacks in creating a good environment for community participation. Section six of the Municipal System Act, sets that the municipality must keep the communities in the loop by informing the communities on how the municipality is operating, managed and the development within the municipality.

Accountability and transparency from the municipality ensures that the trust gained from the community members is not lost due to lack of transparency and accountability, because once the communities loses trust in the government, they become rebellious and unruly. Therefore, the engagements of communities in the operations of the municipality is of high importance. These results, further imply that the councillors are failing the communities because section 12 and 17 of the Municipal Structures Act states that councillors are responsible for connecting the municipality and the communities.

6.4.2. The perceptions of the community members regarding the payments and non-payment of municipal services.

This section provides the results on non-payments and payments of municipal services, the data is categorized into different themes, namely reasons behind different perceptions of community members on payment of municipal services, views on penalisation due to failure of paying for municipal services, perception of free basic services, reasons behind non-payment of municipal services and also the importance of maintenance of good relationship between the community members and the municipality.

6.4.2.1. Nature of non-payment at Elias Motsoaledi Local Municipality

As mentioned in chapter 2 of this study that the culture of non-payments of services emanated from the apartheid era where non-payment of services was used a tool of boycotting the apartheid government, many thought that after the new democratic emancipation citizens would go back to pay for municipal services but that did not happen in fact the non-payment of services increased. Consumer debts at Elias Motsoaledi Local Municipality makes up the largest part of the municipal debts to Eskom and Lepelle Water Board. Elias Motsoaledi local municipality experiences non-payments of municipal services. According to the findings from the response from the municipal officials and the community members, the only people who are paying for municipal services are the ones that are staying in Groblersdal and Rossenekal and a few from Motetema.

6.4.2.2. Type of services that are levied.

According to the EMLM officials and community members the following services are being levied, water, electricity and property rates. The Municipality levy water and electricity services as the households do not have prepaid meters. Property rates are levied to those that have rented the municipal facilities such as rental buildings, houses and the usage of municipal halls and grounds.

6.4.2.3. Mechanisms put in place to deal with non-payment of municipal services

Elias Motsoaledi Local Municipality falls amongst municipalities that have rural areas, semi-rural areas and a town which is Groblersdal. As a result, majority of semi-rural and rural area community members have stopped paying for services such as water supply because of the unfair billing system and the government doing little to nothing to those who do not even pay for services at all even if they are not graded as indigents. It is unfortunate to the households in town, because if they do not pay for municipal services their electricity and water is cut off. This practice of cutting off water and electricity it is done in accordance with the Municipal Systems Act, 32 of 2000, because it gives a mandate that:

- A municipality may consolidate accounts
- Where an account is not being settled in full, an owner is not entitled to choose how the partial amount being paid is to be applied to the entire amount outstanding and
- A municipality has the right to restrict or disconnect electricity, and this right shall prevail notwithstanding the fact that payment has been made in respect of any specified service.

Accordingly, a municipality may terminate the supply of electricity as a result of arrear rates and taxes. However, a municipality is not permitted to cut off the water supply when the account is in arrears. Regulation 3 of the National Water Act, 36 of 1998 specifies that a minimum quantity of potable water of 25 litres per person per day, or six kilolitres per household per month, must be provided. Section 27(1)(b) of the Constitution states that everyone has the right to have access to sufficient food and water. South African courts have ruled that no person can be denied the basic 6000

litres of water per household per month, irrespective of the state of their account. Therefore, a municipality cannot detach water supply completely. However, it may disconnect electricity if the water account and other accounts for charges levied on the property have not been paid. The municipality before it reaches a decision to cut off electricity for the households which have accounts that are in arrears it takes into consideration the below important processes:

- **Pre-termination notifications**

The law provides that a municipality must give the client a minimum of 14 days' written notice of termination of the supply of electricity. If this notice is not given to the occupants of the property at all then the disconnection is deemed illegal. Furthermore, if less than 14 days has elapsed between the date of delivery of the pre-termination notice and the date of disconnection, then similarly the disconnection is illegal. The purpose of giving person 14 days is to allow that person to respond to the municipality within that time and to raise any concerns about the charges that are being owed, or alternatively to allow the responsible person to make payment of the arrears or make other payment arrangements with the municipality such as by entering into an installment payment plan.

- **Outstanding Queries**

It is unlawful for a municipality to disconnect a consumer whilst there is a query pending in relation to the client's account, provided that the value of the disputed charge equals or exceeds the amount of arrears on the account. For example, if you have lodged a query in relation to R50 000 of disputed water charges, but at present your bill is sitting at R100 000 (which include the R50 000 of disputed water charges and another R50 000 of other undisputed charges) then the query logged in relation to the disputed water charges will not protect you from disconnection because there are other arrears owing which are undisputed. You can legitimately be terminated for non-payment of undisputed arrears, even if you have raised a dispute in relation to other charges on the same account.

- **Payment of Current and Undisputed Charges**

In terms of the bylaws of the Elias Motsoaledi Local Municipalities, a query logged in relation to any municipal account will only remain valid for so long as the customer continues to pay the current and undisputed charges billed to it on a monthly basis. What this means is that if one fails to pay their current charges (or any portion of your current charges that are undisputed) they will be disconnected.

6.4.2.4. The impact of non-payment of municipal services on service delivery in EMLM.

According to the research findings, the non-payment of municipal services in EMLM does not entirely affect provision of services but it cripples the revenue collection within the municipality and therefore disabling the municipality to generate sufficient income to render services such, educational programs for the communities, social entertainment functions, road maintenance, water provision, and cleaning of the towns and also for fixing the burst drainage pipes. The more revenue a municipality can generate, the better and quality of services will be delivered and the municipality will not depend entirely on the grants received from the national treasury and that will strengthen the financial viability of the municipality. The municipality will also be able to deliver more services and again will be able to pay the municipal debts.

6.4.2.5. The impact of non-payment on the financial viability of the municipality

According to the national treasury, the non-payment of municipal services is a threat to the financial stability of municipalities because municipal debts continue to increase and is fired by a culture of non-payment. It is the responsibility of every municipality to generate income, meaning that revenue collection determines whether a municipal can be independent and self-sufficient without the grants from the national government. According to Chauke (2016:152), non-payment of municipal services weakens the financial viability of a municipality, therefore municipalities must ensure that they strengthen the revenue collection capabilities by ensuring that the billing system is reliable. It can, therefore, be concluded that non-payment of municipal services impacts hugely on the financial abilities of municipalities because it was

reported that 59 municipalities receive 75% of their revenue from the national transfers by the Treasury.

6.4.2.6. Views on cut-offs of electricity due to a failure of paying for municipal services.

The community members do not understand why the municipality cuts off electricity when they have outstanding balances because the government promised free basic services. One of the participants said:

“why must the municipality cuts off electricity when we are not able to pay for service because at first they are the ones who promised us free basic services and we have people who qualifies to pay for service charges but because they stay in areas that do not have metering system they do not pay”.

Residents continue to be frustrated by the electricity cuts off because they believe that the billing system is not fair and not a true reflection of their debts, in most cases, the residents believes that the municipality is overcharging them hence they stop paying and take it to the street to protest against the high bills. Some of the community members cried foul because they did not receive their monthly bills for months and they get surprised when they discover that their accounts are in arrears. Residents in EMLM believes that electricity cuts off are illegal.

6.4.2.7. Perceptions of Elias Motsoaledi Local Municipality residents on free basic services.

As part of its turnaround strategy to alleviate poverty in South Africa, the government has put in place a policy for the provision of a free basic level of municipal services. The former President Thabo Mbeki during his term said:

“The provision of free basic amounts of electricity and water to our people will alleviate the plight of the poorest among us while plans for the stimulation of the local economy should lead to the creation of new jobs and the reduction of poverty.”

From the above, it is clear that water and electricity has been prioritised as a free basic service for the poor. However, Financial and Fiscal Commission (FFC) argues that

other services certainly also fit the definition of "basic services". For example, low-income residents in rural areas generally do not see electricity as critical as they can access other sources of energy such as wood or paraffin. Roads, or rather the lack of accessible roads negatively affects their daily/economic activity, mobility, and safety. This implies that some flexibility should be allowed for municipalities to determine which services they will define as "basic service". According to the perception of the researcher, the residents are not willing to pay for anything as most of the residents are blaming the government for every fall out they experience as residents even for the consequences of their lifestyle choices.

6.4.2.8. Reasons behind the non-payment of municipal services.

Amongst the reasons that made the community to stop paying for municipal services in EMLM are as follows:

- Unemployment
- Irregular metering system
- No metering system in other arrears
- Unhappy with municipal services
- Unresolved billing disputes between the client and the municipality
- Broken meters
- Unfair indigent register
- Others just choose to not pay.
- Poor quality of services

6.4.2.9. The importance of maintaining a good relationship between the community members and the municipality.

The best way to ensure that there is a good relationship between the municipality and the communities is through community participation. Basically, community participation serves a purpose of giving report to the communities on the developments and challenges within the municipality, to give feedback and to account to residents about the plans, budgets and council decisions, to inform residents about

new tariffs, developments and policies. The South African Constitution is supported by principles of good governance; hence it highlights the importance of public participation as an essential tool of successful good local governance. Section 152 of the Constitution of the Republic of South Africa, 1996 confirms a number of citizen rights and more specifically, the rights of communities to be involved in local governance. Municipalities are obliged to encourage the involvement of communities and community organisations in local government. This obligation extends to the entire way in which a municipality operates and functions.

The principle behind public participation is that all the stakeholders affected by a public authority's decision or actions have a right to be consulted and contribute to such a decision. According to Elias Motsoaledi Local Municipality officials, the municipality engages the community members through media platforms (radio, newspapers), social media networks (Facebook, Twitter, and Instagram), notice boards and also through community meetings (Imbizos). Nevertheless, the communities still maintained that the municipality does not engage them. It is, therefore, important for the municipality, council, councilors, ward committees to work together to ensure that there is a good relationship between the municipality and the community members.

6.5. CONCLUSION

The results of the analysed data revealed that the majority of EMLM do not pay for municipal service, residents are reluctant to pay for service charges, and hence basic service delivery is affected in communities within EMLM. Most participants from Motetema, Groblersdal and Tambo mentioned that their roads need maintenance, sewage pipes have burst and also the stormwater drainage and storage are not in good conditions and it has been a long time that they did not get fixed. This is the part that according to the municipality that must be fixed by the revenue generated through service charges. It is quite evident that the problem of non-payment continues and the local government is faced with a situation where all municipalities are incurring significant and feasibly unsustainable losses due to non-payment. The current trend of non-payment of service charges in South Africa collapses service delivery and it is

inevitable. It is unfortunate that quite a number of community members are living in poverty even after 25 years the government promised an equal life to everyone.

It is again important that residents understand and know their rights in relation to disconnections and threats of disconnections made by the municipalities in respect of claimed arrears in relation to municipal accounts. This information is sufficient to assist in avoiding what could be a very unpleasant, time-consuming, and costly exercise when having to deal with an illegal disconnection of electricity or even water supply. Concluding from the findings, non-payment in EMLM is deep-rooted and will be challenging for the municipality to deal with. It is important for the municipality to keep a good relationship with the communities so that there will be transparency on how the municipality operates and for the municipality to gain trust from the people again because at the moment the communities are not happy at how things are done in the municipality.

The following chapter trails the study focus on the main conclusions of the study. The chapter further sorts recommendations on the basis of the study conclusions. The chapter further makes recommendations for further research in the same field of study.

CHAPTER SEVEN

CONCLUSIONS, RECOMMENDATIONS AND CONCLUSIONS

7.1. INTRODUCTION

The previous chapter dealt with the analysis and the presentation of the final outcomes which were presented in a form of figures and discussion. As stated in chapter for that the researcher used the qualitative and the quantitative research methodologies, the two methodologies assisted the researcher in achieving an insight into the non-payment of municipal services and therefore will give recommendations on how to improve revenue collection system in local government. The recommendations will further propose strategies on debt collection and on how the municipalities can improve service delivery. Therefore, this last chapter of the study will give a summary of the whole study from chapter to chapter, recommendations based on the research findings presented in chapter five and at last there will be conclusion.

7.2. SUMMARY OF CHAPTERS

The main purpose of this part of chapter six is to provide a summary of what transpired in all previous chapters. This study is composed of six chapters, where chapter one provided introduction and background on the non-payments of municipalities, chapter two and three were based on literature review which utilised the secondary data related to the given research topic and chapter three further outlined the legislative frameworks governing local government finances, chapter four outlined the research methodologies that the researcher utilised in collecting data and analysis, chapter five presented the research findings thus chapter six giving summary of all chapters, recommendations and conclusion on the study.

7.2.1 Chapter one: Introduction and background of the study

The chapter gave an introduction and background of non-payments of municipal services in the African context and the South African context. The chapter further stipulated how the researcher was to conduct the research in order to get answers that were probed by the research questions. Chapter was inclusive of the research

aim, objectives, research questions, a brief literature review on the study which was gathered through the use of secondary data. The researcher also included the type of research methodologies which were used to gather and analyse data, lastly the researcher took in to consideration to include the reliability, validity of the research and also ethics because the study involved the participants of residents from the selected communities (Motetema, Tambo and Groblersdal) at the distinguished Elias Motsoaledi Local Municipality. Ethics plays an important role in research to ensure that human rights are not violated and to ensure that the participation is voluntary not coerced.

7.2.2. Chapter two: Revenue Collection in the South African Public Sector

The chapter focused on the available secondary data on revenue collection where the existing literature was reviewed and that gave insight information on how the local government operates regarding revenue collection. Different perceptions regarding non-payment of municipal services and revenue collection were discussed thoroughly. The causes, successes, failures and the impact of non-payments of services were highlighted from different opinions from different scholars.

7.2.3. Chapter three: Non-payment of Municipal service charges in South African Local Government

The chapter outlined the nature and background of non-payment of municipal service charges challenge in South African post-democracy. Non-payment of service charges in municipalities is deep-rooted, hence the chapter also discussed the effects of non-payment of municipal service charges, its impact on service delivery and the reasons behind the non-payment of municipal services. The chapter further discussed the impact of non-payment of service charges on revenue collection in municipalities.

7.2.4. Chapter Four: Service Delivery Provision in South Africa

The chapter focused on service delivery provision in South Africa. The chapter further outlined the legislative frameworks, policies, and regulations regulating service delivery provision in South Africa municipalities and the challenges thereof.

7.2.5 Chapter Five: Research Design and Methodology

The chapter outlined the research methodologies that the researcher embarked on in collecting data, sampling, population, data analysis. The chapter highlights the processes, approaches, analysis of the gathered data, validity, reliability and ethics.

7.2.6. Chapter Six: Data Analysis

The chapter presented the findings from the study in a form of themes and figures and statistics because the study used both the qualitative and quantitative research methodology so that it could have insight information. And it has been noted by various researcher that the two methodologies complements each other and gives more clear research results that are valid and unambiguous.

7.2.7. Chapter Seven: Summary, Recommendations and Conclusion

The last chapter after all chapters were completed, gives a summary of all the chapters, the recommendations to the municipality after looking at the results of the study. This will help the municipality in tackling the non-payment of services in the future.

7.3. RECOMMENDATIONS

Based on the results of the study at the Elias Motsoaledi Local Municipality, the researcher recommends the following:

1. There is a need for political will

It is, without doubt, to mention that politics and politicians play a significant role in the development of the country. Political will simply talks about the determination of

political office bearers. When there is political will, the politicians in power will ensure that the services delivered to the communities are cost-effective, have value for money, they are accessible and affordable. Lack of political will paves a way for corruption and poor service delivery.

2. The municipality must improve the quality of services it provides to the community.

When the services rendered are not of quality, not having a decent quality standard, the citizens see no reason to pay for such service, because basically, people pay for what is valuable, sustainable, worthy and satisfactory. The community members within Elias Motsoaledi Local Municipality have complained about poor services that are rendered to them, internal roads that get scrapped away by heavy rains, poor infrastructural resources, failed projects, burst pipes, weak electric connection and the provision of unpurified water. Most of the citizens in EMLM are still leaving in poverty, unemployment, inequality and are illiterate.

3. The municipality must strive to affirm the communities that they care for their well-being

This can be done through continued engagement of providing feedback on the services provided and those the municipalities could not provide as per the Integrated Development Plan and budget. It is through transparency and accountability that will make citizens to have a good relationship with the government, because once a community can know how the municipality functions and what is being done with finances then the number of protest will decrease.

4. The municipality to run public awareness regarding the importance of paying for municipal services.

This awareness programmes will assist in changing the perception of community members in a way that they will start to understand the purpose of revenue collection, the use of the collected revenue and how it will benefit the communities by paying for service charges. From the findings presented in chapter five, it was evident that some

of the community members do not see the importance of paying for municipal services due to various reasons, such as expecting free basic services even when they are not rated as indigents. The municipality needs to demonstrate to the municipal consumers about the contribution their payments are making to service delivery, so that the citizens will not have a bad impression, that the money they pay to the municipality is being embezzled by municipal officials.

5. The municipality to improve its customer care services

The municipality must ensure that it puts its clients at the heart of their services that can be done by ensuring that the response time for queries are prompt and responding to concerns of the community. Communication is very important between the government and the residents, communication can be enhanced through media platforms, the use of technology. The local government must adapt to the new era of technology to ensure that it does not lose its credibility and relevance, whereby citizens are spending most of their time online. It is more convenient to buy or to get access to whatever one needs just in a blink of an eye on the internet. Therefore, it must be made possible that citizens are able to access their municipal accounts online, be able to pay online and to lodge complaints online.

For municipalities to be able to adapt to the new evolution of technology, it will need to give training to its employees and to announce and teach the communities on how to access the new methods of communication between the government and the people. The experience we have with South Africa is that we have good policies that if they were to be executed exceptionally they would help in developing the country, but because of cheap implementation they are as good as regarded as non-existent. This has proven that you can have a good project in hand but if you do not have a solid communication strategy, it is then doomed to fail.

6. The municipality needs to strengthen internal financial controls

Concrete financial management and good governance assures a municipality's financial viability. According to Mantzaris (2014:81), Financial viability is measured in terms of a municipality's capacity to meet its financial responsibilities in a justifiable

manner. The basic tool to manage municipal financial management is a municipal budget. It is important that municipal stakeholders, such as municipal officials, mayors, ward councillors, traditional leaders and interest groups should have a sound basic knowledge of the Municipal Finance Management Act, 56 of 2003 (RSA 2003) and other related legislation and their application (Kanyane 2011:935). Furthermore, it is the responsibility of each municipality to employ practical financial measures to ensure that the municipal council approves sustainable strategies such as adopting credible budgets. This will assist the municipality in the sense that it will maintain good financial control and it will not be easy to mismanage funds as the internal controls will be intact. The recent saga that occurred in the Limpopo Province where EMLM mayor and other office-bearers from several municipalities loaned money to the VBS has exposed the gaps that are existing in the municipal monetary management.

7. The municipality must prioritise provision of high-quality services

Quality of services is important because it is one of the determinants of service charges when clients are not satisfied they do not see any need to pay for reduced services. Service delivery needs to be improved so that people can see value for money and deal with perception of corruption and non-compliance with applicable laws for an example, the current VBS mutual bank saga can make communities reluctant to pay for services.

8. Elias Motsoaledi Local Municipality should improve its internal operations

This can be done in providing services efficiently. The delays in delivering services is because of the process flow that involve many human resources and resulting in red tape. Furthermore, the municipality needs to consult with the communities before the start of any project in the communities, because another factor that delays projects is a bad relationship between the municipality and the local chiefs in areas that are within the jurisdictions of chiefs and the community members. The municipality must ensure that it improves its internal administration, improve on enforcement measures and engage with the communities continuously.

9. Installation of prepaid meters for both water provision and electricity supply prepaid meters

In areas that are still using electricity and water that are directly supplied by the municipality, prepaid meters must be installed. This will help to tone down the consumer's debts within the municipality. Each household will have to purchase water and electricity according to their lifestyle and affordability. This will also reduce the complaints about high tariffs, incorrect billings, inaccurate verifications, and unreasonable interest charges. This will also reduce the number of service delivery protests in relation to water and electricity supply.

7.4. CONCLUSIONS

Elias Motsoaledi Local Municipality is undeniably experiencing problems with households failing to pay for municipal services such as water and sanitation, refuse removal and electricity. The failure of payment is due to numerous reasons, including poverty, unemployment, and unwillingness to pay for services. It is only minority group from Motetema and Groblersdal that acknowledged that they do pay for municipal services from the municipality and that the municipality sends out bills regularly but nonetheless, some do not just pay. Another contributing factor to the non-payment for services is the fact that the majority of the population rated the services as not satisfactory. There is widespread dissatisfaction with the quality of services offered by the municipality. Hence that affect the willingness of the community to pay for the services and that on the other hand fuels the increase of service delivery within the municipality

The other contributing factor towards non-payment is originating from people's attitudes. A bigger portion of the population felt that it was the Government's responsibility to deliver services for free and to ensure that they are maintained without the communities contributing anything. The above situation is not sustainable and needs to be corrected through an open interaction between the municipality and the communities. The finding on the level of income and employment status among the

communities showed that the majority of the community members are unemployed and frankly failing to pay for services which is understandable considering the fact that low incomes have been identified as the most noticeable reason for non-payment. Non-payment of municipal services continues to threaten the sustainability of local government sphere in South Africa.

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ANNEXURES

ANNEXURE: A

INTERVIEW QUESTIONS FOR THE MUNICIPAL OFFICIALS AND THE COUNCILLORS

INSTRUCTIONS: for each question ensure that you circle or tick in a right box

BIOFIGUREICAL INFORMATION

1. Age Groups of Respondents

18-30	31-40	41-50	50 and Above

2. Gender Profile of Respondents

Male	
Female	

3. Level of Education

Secondary Education	
Matric	
Graduate	
Post Graduate	
Any other, state	

4. Nature of employment

Permanent	
Contract	
Temporary	
Voluntary	

SECTION: B

THE NATURE AND EXTENT OF NON-PAYMENT OF MUNICIPAL SERVICES IN ELIAS MOTSOALEDI LOCAL MOTSOALEDI.

- Do communities within the municipality pay for municipal service charges?

Yes	
No	

- If the answer is NO, what do you think is the reason?

- Which services amongst the existing ones are being levied?

- Is the municipality encountering a challenge of non-payment of municipal services?

Yes	
No	

- Are all the services rendered to the communities accessible and affordable?

Too much	
About right	
Too little	

- Which measures are used currently to deal with non-payments of services?

- What are the mechanisms put in place to deal with non-payment of service charges?

- How does the provision for the indigents impact on the revenue collected by the municipality?

THE NATURE AND REASONS OF NON-PAYMENT OF SERVICES IN ELIAS MOTSOLEDI LOCAL MUNICIPALITY.

- The extent of non-payment of services charges in the municipality is severe?

Strongly Agree	
Agree	
Neutral	
Disagree	

Strongly Disagree	
-------------------	--

- There are external influences on non-payment of service charges.

Strongly Agree	
Agree	
Neutral	
Disagree	
Strongly disagree	

- What do you think are the reasons for the non-payment of service charges?

- What has been the trend of payment of service charges in the past five years?

Excellent	
Good	
Neutral	
Bad	
Worse	

- Revenue collection strategies of the municipality are affected by non-payments of services.

Strongly Agree	
Agree	
Neutral	
Disagree	
Strongly disagree	

- Are the communities' cooperative on debt payment?

Yes	
No	

With reference to your above answer, give an explanation

THE EFFECTS OF NON-PAYMENT ON MUNICIPAL SERVICE DELIVERY.

- What is the state of service delivery in the municipality?

Very satisfactory	
Moderate	
Satisfactory	
Neutral	
Slightly dissatisfactory	
Moderately satisfactory	
Very dissatisfactory	

- What are the implications of non-payment of services for the municipality?

- How severe are the impact of non-payments of service charges on service delivery?

Bad	
Worse	
Not bad	

- How is the impact of non-payment of services on service delivery?

Severe	
Moderately severe	
Extremely severe	

- Are there other barriers to effective service delivery?

Agree	
Uncertain	
Disagree	

- How does non-payment of services affect the financial viability of the municipality?

- How does revenue collection impact non-payments of services?

- Does the Municipality have indigents?

Agree	
Disagree	

- Has the municipality experienced service delivery protests?

Agree	
Disagree	

THE EFFECTIVENESS OF THE EXISTING MEASURES USED TO TACKLE NON-PAYMENTS OF MUNICIPAL SERVICES.

- What is the state of services and service delivery within the municipal communities?

Very satisfactory	
Moderate	
Satisfactory	
Neutral	
Slightly dissatisfactory	
Moderately satisfactory	
Very dissatisfactory	

- What is it that the municipality does to ensure that non-payments of services does not affect service delivery?

- Has the municipality been able to render services to its communities as promised?

Strongly agree	
Agree	
Neutral	
Disagree	
Strongly Disagree	

- How does the municipality deal with non-payments of municipal services?

- What are the mitigation measures in hand to handle non-payments consequences?

- How effective are the available measures used to tackle non-payment of services?

Good	
Fair	
Poor	

- How does the municipality ensure that debt is collected from those that are not paying for service charges?

- How does the municipality recover all the money that was supposed to be collected through revenue collection from its communities?

- How do communities respond to debt collection methods used by the municipality?

THE RECOMMENDATIONS THAT CAN ASSIST IN MINIMISING THE NON-PAYMENT OF MUNICIPAL SERVICES BY THE HOUSEHOLDS?

- In future, how does the municipality plan to prevent non-payments of services?

- What are your recommendations looking at non-payments of services charges?

Annexure B: Research questionnaire for community members in Sepedi

Motseakarolo yo a kgethegilego

O kgopelwa go tšea karolo go dithuto tša go dira dinyakišišo tšeo di dirwago ke Rahlagane Koketso Gladys yo e lego moithuti go tšwa University ya Limpopo. Morero ke go lekola go se lefelwe ga ditefello tša ditirelo le seabe sa tšona go abeng ga ditirelo ke MMasepala wa selegae wa Elias Motsoaledi gore mafelelong go tšwelletšwe maano le mekgwa ya go kgoboketša letseno. Lesolo le la dithuto le tlo thuša modira-dinyakišišo gore a phethe lengwalo la Master's. Dithuto tše di akaretša lesolo la dinyakišišo leo le tlogo dirwa le batšeakarolo kua Motetema, Tambo (Dennilton) le Groblersdal. O tlo kgopelwa gore o tšwelletše dikarabo go dipotšišo tšeo di sepelelanago le dithuto tše.

Go tšea karolo ga gago ke ga boithaopo fela. O tla kgetha gore o nyaka go tšea karolo naa. Ge o ka kgetha go tšea karolo, o ka ikogogela morago nako engwe le engwe ntle le go ka lebana le ditlamorago tšeo di rilego. Le ge go le bjalo, ge dikarabo/diphetolo tša gago di šetše di tlišitšwe gomme di gatišitšwe ntle le go ka tšwelletša boitsebišo bja motšeakarolo, ga go sa tlo kgonega gore o ikogogele morago mo thutong ye ya dinyakišišo. Ge eba o na le dipotšišo goba go na le moo o sa fetego gabotse nakong ya ge o tšea karolo goba ka morago ga ge go feditšwe goba o rata go ka hwetša pego ya dipoelo tša dinyakišišo ge di kopantswe, o ka ikopnya le modira- dinyakišišo ka bjako/ ntle le go dikadika/go retelega.

Dipotsiso tseo di lebantswego go maloko a setshaba

DITAELO: Netefatša gore o araba potšišo engwe le engwe ka go bea leswao le: **X** ka lepokisaneng.

Ka ga bophelo bja baiphetoledi

1. mengwaga ya baiphetoledi/batšeakarolo

18-30	31-40	41-50	50+

2. Bong bja baiphetoledi/batšeakarolo

Mosadi	Monna

3. Boemo bja lenyalo

O nyetswe	O mohlologadi	Ga se wa nyalwa	O hladile/hladilwe	Ke dula le molekani

4. Level of Education- maemo go tsa dithuto

Ga wa rutega	
O gomile ka tlase ga marematlou	
O na le lengwalo la marematlou	
O seologa go tša thuto e phagamego	
Ke tšwetša pele dithuto	
Ge eba ke engwe, e tšwelletše	

5. Employment status- maemo go tša mešomo

O a šoma	Ga o šome	O a itšhomela

6. Nature of employment if employed- le thwaletšwe go ka šoma lebaka le le kae

Ga go ya go ile kontraka	
Ga lebakanyana	
Ga go ya ka ditlha	

7. Combined monthly income- Letseno leo le hlakantšwego/kopantšwego ka kgwedi

R-R1000	
R1100- R1500	
R1600- R2000	
R2100- R2500	
R2600- R3000	
R3100 go ya godimo	

8. Number of household members- maloko a lapa ka mo gae

0-1	
2-5	
6- 10	

9. Maloko a lapa ao a šomago

0-1	
2-5	
5+	

10. Mengwaga ya maloko

0 year – 18 years	
19 years – 30 years	
31 years – 40 years	
41 years – 50 years	
51 +	

KAROLO YA BOBEDI

1. Ke lefella ditirelo tšeo di abago ke mmasepala/puso-selegae

Ke a dumela	Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

2. Ga ke lefelle ditirelo tsa mmasepala/puso-selegae

Ke a dumela	Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

3. Ke maswanedi gore ke lefelle tshelete ya go lefella ditirelo tsa mmasepala/puso-selegae

Ee	
Aowa	

efa/tswellelsa mabaka a go thekga karabo ya gago

4. Ke lefela/lefella tse dingwe tsa ditirelo tsa mmasepala/puso-selegae

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

5. Go na le mabaka ao a dirago gore ke se lefele/lefelle ditirelo tsa mmasepala/puso-selegae

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

efa/tswellelsa mabaka a go thekga karabo ya gago

6. O nagana gore o swanetse o lefele ditirelo tsa mmasepala/puso-selegae

Ee	Aowa

Ge eba ke ee goba aowa, efa/tswellelsa mabaka

7. A o ipona wena o lefela ditirelo tsa mmasepala/puso-selegae mo mengwageng e me tlhano yeo e tlogo/latelago?

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

8. O ikwa bjang mabapi le go lefela ditirelo tsa mmasepala/puso-selegae?

Excellent	Very good	Good	Poor	Worst

9. Go lefela ditirelo tsa mmasepala/puso-selegae go na le seabe kabong ya ditirelo.

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

10. Government penalize those that are not paying for municipal services. Mmuso o otlala ba o bas a lefeleng ditirelo tsa Mmasepala

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

11. A o nagana gore Mmasepala o swanetse o dire eng go otlala ba sa lefele ditirelo tsa Mmasepala?

12. Badudi ba swanetse ba otlalwe go palla ke go lefela ditirelo tsa Mmasepala

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

13. Boleng bja ditirelo tseo di abjago.

Di kgotsofatsa kudu	Di a kgotsofatsa	Di magareng	Ga di kgotsofatse	Di tloga di sa kgotsofatse

14. Mehuta ya ditirelo tsa mmasepala tseo di abjago/abiwago

1. _____
2. _____
3. _____
4. _____
5. _____

15. Naa ditirelo tsa mmasepala tseo di lego gona ke tseo le kgonang go fihlella go di lefela?

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

16. Ditirelo tsa mmasepala tseo di lego gona go bonolo go di fihlella goba go di hwetsa

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

17. Efa/tswelletsa mabaka a gore ke ka lebaka la eng badudi ba swanetse go hwetsa ditirelo tsa mahala

18. Naa o amogela setlankana sa go laetsa gore o lefelle bokae go tswa mmasepaleng?

Ee	
Aowa	

19. Naa ditefello tseo di nyakwago di laetsa palo yeo ka nnete o e somisitsego?

Aowa, le ga tee	Ga nnyane ke nnete	Mogongwe ee	Ga kudu	Ga kudukudu

20. Go na le ditlamorago tsa go pallwa ke go obamela maemo a ditefello tsa ditirelo tsa mmasepala.

Ke dumela ka maatla/ ke tiišitše ke a dumela	Ke a dumela	Ke makgatheng	Ga ke dumele	Ga ke dumele ka maatla/ ke tiišitše ga ke dumele

21. Naa kamano magareng ga Mmasepala le maloko a Setshaba e bjang?

E kgotsofatsa kudu	E a kgotsofatsa	E magareng	Ga e kgotsofatse	E tloga e sa kgotsofatse

22. Go ya ka mmono wa gago, naa ke eng seo mmušo o ka se dirang go kaonafatsa kabo ya ditirelo?

23. Naa wena o bona go swanetše go dirwe eng mabapi le go se lefelwe ga ditirelo tša Mmasepala?

Annexure C: Research questionnaire for community in English

Dear respondent

You are requested to participate in research study conducted by **Rahlagane Koketso Gladys** from the University of Limpopo. The aim of this study is to **assess the non-payments of service charges and its impact on the Elias Motsoaledi Local Municipality to deliver services in order to recommend workable strategies to improve the collection of revenue**. This study will contribute to the researcher's completion of her Master's thesis. This study consists of research survey that will be administered to individual participants in Motetema, Tambo (Denilton) and Groblersdal. You will be asked to provide answers to a series of questions related to the study.

Your participation is entirely voluntary. You are to decide if you want to participate or not. Should you choose to participate, you can withdraw at any time without consequences of any kind. However, once your response has been submitted and anonymously recorded, you will not be able to withdraw from this study. If you have further questions or concerns during the time of your participation in this study or after its completion or you would like to receive a report of the final aggregate results of this study do not hesitate to contact the researcher.

QUESTIONNAIRES FOR COMMUNITY MEMBERS

Instructions: For each question ensure that you tick with an **X** in a right box.

BIOFIGUREY

11. Age Groups of respondents

18-30	31-40	41-50	50+

12. Gender Profile of Respondents

Female	Male

13. Marital Status

Married	Widow	Unmarried	Divorced	Living with a partner

14. Level of Education

Illiterate	
Below Matric	
Matric	
Graduate	
Postgraduate	
Any other, state	

15. Employment status

Employed	Unemployed	Self-employed

16. Nature of employment if employed

Permanent	
Contract	
Temporary	
Seasonal	

17. Combined monthly income

R-R1000	
---------	--

R1100- R1500	
R1600- R2000	
R2100- R2500	
R2600- R3000	
R3100 and above	

18. Number of household members

0-1	
2-5	
6- 10	

19. Number of Employed Members

0-1	
2-5	
5+	

20. Age group per household

0 year – 18 years	
19 years – 30 years	
31 years – 40 years	
41 years – 50 years	
51 +	

Part B

24. I pay for services delivered by the municipality

Agree	Strongly Agree	Neutral	Disagree	Strongly Disagree

25. I do not pay for municipal services

Agree	Strongly Agree	Neutral	Disagree	Strongly Disagree

26. It is a prerequisite that i should pay for municipal service charges.

Yes	
No	

State reasons for your answer

27. I pay for some of the municipal services

Strongly Agree	Agree	Neutral	Disagree	Strongly disagree

28. There are reasons why I do not pay for municipal services

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

State reasons for your answer.

29. Do you think you should pay for municipal services?

Yes	No

If yes or no, state reason for your answer?

30. Do you see yourself paying for municipal services in the next coming five years?

Strongly Agree	Agree	Neutral	Disagree	Strongly disagree

31. How do you feel about paying for municipal services?

Excellent	Very good	Good	Poor	Worst

32. Paying for municipal services has an impact on service delivery.

Strongly Agree	Agree	Neutral	Disagree	Strongly disagree

33. Government penalize those that are not paying for municipal services.

Strongly Agree	Agree	Neutral	Disagree	Strongly disagree

34. What do you think the municipality should do to penalize those that do not pay for municipal services?

35. Citizens must be penalized for failing to pay for municipal service charges.

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

36. Quality of services provided

Very Satisfactory	satisfactory	Neutral	unsatisfactory	Very unsatisfactory

37. Types of municipal services delivered.

1. _____
2. _____
3. _____
4. _____
5. _____

38. Are the available municipal services affordable?

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

39. Available municipal services accessible and user friendly

Strongly agree	Agree	Neutral	Disagree	Strongly disagree

40. State reasons why citizens should get free services

41. Do you receive monthly bills from the municipality?

Yes	
No	

42. Are the charges fair and true reflection of the amount of what you have used?

Not at all	To a very little extent	To some extent	To a great extent	To a very great extent

43. There are repercussions of failure to adhere to the standards of municipal services charges.

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

44. How is the relationship between the municipality and the community members?

Very Satisfactory	satisfactory	Neutral	unsatisfactory	Very unsatisfactory
c				

45. In your own view. What is it that the government should do to improve service delivery?

46. What are your recommendations regarding non-payments of municipal services?

APPENDICES

TREC Certificate: University of Limpopo



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Department of Research Administration and Development
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TURFLOOP RESEARCH ETHICS COMMITTEE
ETHICS CLEARANCE CERTIFICATE

MEETING: 5 April 2019

PROJECT NUMBER: TREC/73/2019: PG

PROJECT:

Title: Assessing the Non-Payment of service charges and its effects on service delivery in Elias Motsoaledi Local Municipality.
Researcher: KG Rahlagane
Supervisor: Prof MP Sebola
Co-Supervisor/s: Mr NE Mathebula
School: Economics and Management
Degree: Master of Administration (Public Administration)


PROF P MASOKO
CHAIRPERSON: TURFLOOP RESEARCH ETHICS COMMITTEE

The Turfloop Research Ethics Committee (TREC) is registered with the National Health Research Ethics Council, Registration Number: **REC-0310111-031**

Note:

- i) This Ethics Clearance Certificate will be valid for one (1) year, as from the abovementioned date. Application for annual renewal (or annual review) need to be received by TREC one month before lapse of this period.
- ii) Should any departure be contemplated from the research procedure as approved, the researcher(s) must re-submit the protocol to the committee, together with the Application for Amendment form.
- iii) PLEASE QUOTE THE PROTOCOL NUMBER IN ALL ENQUIRIES.

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