THE ROLE OF MANAGEMENT IN IMPLEMENTING SERVICE DELIVERY INITIATIVES FOR COMMUNITY DEVELOPMENT IN VHEMBE DISTRICT MUNICIPALITY, LIMPOPO PROVINCE

by

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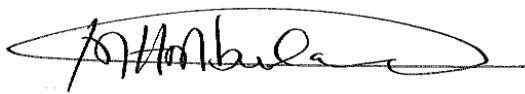**SUPERVISOR: MR MB NJOKO**

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DEDICATION

This study is dedicated to my family and all my friends who supported me throughout this project.

DECLARATION

I declare that the mini- dissertation hereby submitted to the University of Limpopo, for the degree of Master of Development (Planning and Management) has not previously been submitted by me for degree at this or any other university; that it is my own work in design and in execution, and that all material contained herein has been duly acknowledged.

                                                        05 October 2021

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ABSTRACT

In 1997, the South African Government introduced a White Paper on the Transformation of the Public Service. This was to re-emphasis on the performance enhancing role of management in the implementation of service delivery mandates. The purpose of this study was to assess the role of management in implanting service delivery initiatives for community development in Vhembe District Municipality, Limpopo Province South Africa. The methodology of this study was largely a qualitative case study and the quantitative approach was also used to augment the qualitative findings. The study was undertaken in the Vhembe District Municipality by engaging various administrative managers, ward councillors and traditional leaders. In sourcing the information for this research, semi-structured interviews were conducted with 20 administrative managers, ten traditional leaders and ten ward councillors. The research findings identified the need for the management to take the leading role in service delivery initiatives in order to address the service delivery challenges in local government. Traditional leaders and ward councillors need to enhance the public participation process to ensure the community is on board regarding the progress of their respective projects and planning processes.

ACRONYMS

CDOs   COMMUNITY DEVELOPMENT OFFICERS

COGTA   COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

HSRC   HUMAN SCIENCES RESEARCH COUNCIL

IDASA   INSTITUTE FOR DEMPCRACY IN SOUTH AFRICA

IDP   INTEGRATED DEVELOPMENT PLAN

NGOs   NON GOVERNMENTAL ORGANISATIONS

PMS   PERFORAMANCE MANAGEMENT SYSTEM

SALGA   SOUTH AFRICAN LOCAL GOVERNMENT ASSOCIATION

SPSS   STATISTICAL PACKAGE FOR THE SOCIAL SCIENCES

STATS SA   STATISTICS SOUTH AFRICA

VDM   VHEMBE DISTRICT MUNICIPALITY

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CHAPTER 1

1.1 Introduction and Background

Development has been an issue of debate for decades because the implementation of early theories of development such as the modernization and dependency theories had failed to bring meaningful changes on the quality of people's lives in developing countries. The dissatisfaction with the outcomes of these early theories and practices of development has led to a major paradigm shift in development thinking (Haynes, 2008; Todaro and Smith, 2009).

The focus on the concept of development has shifted from the narrow view of achieving economic growth to a comprehensive way of addressing multidimensional aspects of development. In the past, development was mainly equated with economic growth, but gradually it has been expanded to encompass other dimensions, including social, political, institutional, and environmental aspects (Haynes, 2008; Todaro and Smith, 2009).

Bellǔ (2011:2) argues that development is "a multi-dimensional concept in its nature because any improvement of complex systems, as indeed actual socio- economic systems are, can occur in different parts or ways, at different speeds and driven by different forces". The author further explains that development encompasses the following dimensions: economic development; human (social) development; sustainable development; and territorial (spatial) development.

Furthermore, the emphasis on approaches to development has moved from justified traditional centralized top-down system to a more decentralised people-centred development. Some of these people-centred development approaches are: community development; integrated rural development; participatory development; sustainable development; and capacity building (David's *et al*, 2009).

People-centred development seeks to mobilize local resources and transform institutional approaches to promote self-reliant participatory development initiatives at local level (Theron, 2008). Overall, the aim of development should be meeting the

basic needs and priorities of people to improve the living standard of disadvantaged and marginalized groups in the community.

The above shifts in the concept and approaches to development have created more awareness and recognition among policy makers towards promoting the role of local governments, as agents of socio-economic transformation at grass root level. The local authorities have become more important for the roles they play in development despite the criticism with regard to limited capacity for managing development initiatives at local level.

In South Africa there are three spheres of government, namely; National, Provincial and Local. Local Government is the service delivery mechanism for government, through established municipalities. Municipalities have an obligation to ensure that people in their constituencies are provided with basic services in terms of the Constitution of the Republic of South Africa (1996); such as water, sanitation, refuse removal, electricity, municipal health services, municipal roads and storm water drainage to mention some.

There are comprehensive systems in place to ensure that municipalities optimize their ability to render services to the communities. This includes legislation, municipal policies and internal processes. Municipalities have a huge task at hand to ensure the speed at which service delivery is implemented. The policies approved by municipal Councils should take into consideration the needs of the communities and implementation timeframes. There are minimum standards whereby communities expect services to be provided by the Municipality (White paper on Local Government, 1998).

The failure of municipalities to deliver the basic services such as water and sanitation, electricity and health services not only causes large hardship to the residents of municipalities in the Limpopo province, but can have a detrimental impact on the social and economic development in the province (Institute for Democracy in South Africa, 2010:9).

Although society aspires to change the environment, to make it a better place to live in, municipalities are increasingly under pressure to respond to basic needs with limited budgets and limited technical capacity. Sangweni (2003:1) states that South African public administration introduced reforms to improve performance and municipal service delivery in shaking off the shackles of apartheid. The need to improve performance was underpinned by the state's acceptance of a challenge that municipal service delivery and access to decent municipal services were no longer privileges to be enjoyed by a few. It is the rightful and constitutional expectation of all the people, especially those who were previously exploited, marginalised and disadvantaged.

1.2 PROBLEM STATEMENT

Municipalities all around the country have continuously battled with the challenge of service delivery protests. This is one of the symptoms of dissatisfaction from the citizens as municipalities are or should be in the fore front of service delivery. Many municipalities are unable to spend their allocated budgets, and this result in incomplete budgeted projects.

Despite the existing systems being in place, challenges are still being experienced with regard to service delivery. There has been a number of service delivery protests around the country, with economic development not being exempted. The role that management plays in implementing service delivery initiatives needs to be investigated. The success of an organization depends on transformational leaders to steer it in a new direction and achieving better outcomes (Van de Wart, 2007).

The area of jurisdiction of the Vhembe District Municipality is predominantly rural with rural basic service delivery backlogs. There are 39 water supply schemes in the Vhembe District Municipality. Challenges in the water supply schemes are experienced due to the limited funding of the VDM. There are challenges with the construction of some of the newer schemes. Contractors struggle to finish the project on time, which leads to a backlog of infrastructure upgrades and extensions. Another issue that the municipality is facing daily is the event of illegal connection and the lack of water meters. Due to the lack of staff and funding within the municipality upgrades and extensions of water schemes are not executed on time. The water

supply scheme is low areas of Musina RWS, in rural supply its 50% and in urban supply its also 50% (IDP 2019/20:27-40). White Paper on Water Supply and Sanitation (1994) and White Paper on Basic Household Sanitation 2001 and other Sanitation regulation 4 Minimum acceptable service levels require a toilet which is safe, affordable, hygiene, reliable, environmentally sound, easy to keep clean provides privacy and protection against the weather, well ventilated, keeps smells to a minimum and prevents the entry and exit of flies and other disease carrying pests. The current sanitation backlog is estimated at 42% (IDP 2019/20:73). The problem of VIP construction at places already provided with his service complicates matters – e.g. the prior installed IBR steel clad structure is not acceptable anymore and is deemed to have to be replaced by government.

IDASA (2010:1) emphasises that the fundamental goal of a democratic system is citizen satisfaction. The effectiveness of good local governance therefore needs to be judged by the capacity of local government structures to provide an integrated developmental approach to social and economic developmental issues and to supply essential services which are congruent with the needs and desires of local communities. In this regard municipalities should be able to identify and prioritise local needs, determine adequate levels of services and allocate the necessary resources in order to fulfil the aspirations of the society.

1.3 AIMS OF THE STUDY

The study aims to explore the role of management in implementing service delivery initiatives for community development.

1.4 OBJECTIVES OF THE STUDY

The objectives of this study are as follows:

i. To describe how management plays a role in implementing service delivery initiatives for community development.

ii. To determine the availability of the institutional capacity that is required in the Vhembe District Municipality for successful service delivery implementation.

iii. To recommend mechanisms to address service delivery challenges in the Vhembe District Municipality.

1.5 RESEARCH QUESTIONS

The aim of the research is the answer the following question:

i. What is the role of management in implementing service delivery initiatives for community development?

ii. Is the required institutional capacity for service delivery in Vhembe District Municipality available?

iii. What mechanism can be put in place to resolve the basic service delivery challenges?

1.6 SIGNIFICANCE OF THE STUDY

The research will provide a detailed insight into the role of management in implementing service delivery for community development and determine the availability of the institutional capacity that is required in VDM for successful service delivery implementation.

This research will add value to the academic environment, policy direction and social dialogue on learning about how management plays a role in implementing service delivery initiatives. It will contribute to the body of knowledge regarding the role of management in local government and in particular in Vhembe District Municipality.

Recommendations derived from the research findings will be shared with key stakeholders in the municipality, policy makers, the communities, academic

institutions, researchers, students and relevant government institutions and departments. This study will help stakeholders understand how can the implementation of service delivery be improved by identifying the challenges faced by municipalities and also recommend possible measures for achieving service delivery within Vhembe District Municipality.

1.7 DEFINITION OF THE CONCEPTS

The relevant concepts, which form part of this study, will be defined as follows:

a. Governance

Fukuyama (2013:3) defines governance as a government's ability to make and enforce rules and to deliver services, regardless of whether that government is democratic or not.

b. Management

 "Management: The act of working with and through a group of people to accomplish a desired goal or objective in an efficient and effective manner." (Gulati, Mayo, & Nohrian 2017: 8).

c. Leadership

Leadership occurs when one member of the group modifies the motivation or competencies of others in a group (Spillane 2012:19-20). Leadership thus is defined as a relationship of social influence.

d. Municipality

The Municipal Systems Act (Act 32 of 2000) defines a municipality as comprising its political structures, its administration and the community of the municipality.

e. Performance Management Systems (PMS)

According to Manyaka & Sebola (2012:103), PMS is used as an umbrella concept for conducting performance appraisal, setting goals, communicating expectations, observing, documenting, giving feedback and helping employees to develop their own skills.

f. An Integrated Development Plan (IDP)

The Municipal Systems Act (2000) defines an Integrated Development Plan (IDP) as a plan which has to be adopted by each municipal Council within a prescribed period after the start of its election plan. The IDP adopts a single, inclusive and strategic plan for the development of the municipality.

g. Community Participation

According to Nishimura (2020) Community participation is best understood in light of the particulars of fit between concepts and goals, mechanisms or forms, resources and capacity.

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1.8 OUTLINE OF THE STUDY

Chapter 1: Introduction and General Orientation

Chapter one outlines the background and the rationale for the study, which will form the basis of understanding of the research. Statement of the problem and an indication of the research question are outlined together with the objective of the study.

Chapter 2: Literature Review

This chapter provides a brief review of the existing literature that represents the most authoritative scholarship on the research problem that the researcher identified with and is relevant to the research topic.

Chapter 3: Research Design and Methodology

This chapter outlines the research design and methodology that were followed in the research process in order to investigate the problem identified in chapter one. The chapter also identifies the target group, sampling method, size of the population and finally the research techniques.

Chapter 4: Data findings and Discussion

This chapter will discuss how the collected data was analyzed. The researcher will determine and select from the general field exactly that data which is required with regard to procurement procedures in municipalities. The researcher will then filters

the massive amount of data available, using the data filtering technique until only that which is critical to the research remains. Both quantitative and qualitative analysis will be used for the purpose of this research.

Chapter 5: Conclusion and Recommendations

The study will summarize all the discussions above, linking the aims and the objectives of the study, data collected and the reviewed literature. In this chapter, the main conclusions of the study will be drawn and recommendations will be made against issues raised. Issues for further research are also identified.

1.9 Summary

The purpose of this chapter was to provide a background and contextual information for the study. This chapter introduced the role of management in implanting service delivery initiatives for community development. It argued about the need to enhance the role of management through effective planning and implementation of IDPs. Furthermore, devolving power, responsibilities and resources to lower level authorities can potentially impact on socio-economic transformation towards improving the quality of life at grass root level.

South African developmental local governments are mandated with power, responsibility and resources in order to promote development within their area of jurisdiction. This sphere of government has accountability and responsibility given by various national and local policy and legislative frameworks to improve socio-economic conditions of the people through participatory and sustainable approaches. Achieving developmental policy mandates will remain a serious challenge for local authorities, hence empowering local government in all aspects is necessary to promote their developmental agenda.

CHAPTER 2

2. LITERATURE REVIEW

2.1 Introduction

The Constitution of the Republic of South Africa (Constitution) created local government as a "distinct sphere of government; in addition to the national and provincial spheres of government" (Republic of South Africa, 1996, s. 151(1)). This meant that local government has constitutional autonomy to govern the affairs of their local citizens. The three spheres of government are interrelated and interdependent. The Constitution provides for the economic and social development of communities, stating that "local government has to ensure the provision of services to communities in a stable manner and to promote social and economic development" (Republic of South Africa, 1996, s. 152(b-c)).

The cooperative structure of the different spheres of the South African government allows local government – which is the closest sphere of the government to the people – to be better equipped to "render services aimed at achieving a healthy socio-economic and political environment" (Van der Waldt, 2007:17). According to Mfene (2009:217), service delivery is a "concerted effort among the three spheres of government; local, provincial and national".

Local government is faced with the task of fulfilling the high expectations of communities that were previously disadvantaged. Statistics revealed in this chapter show that significant inroads have been made in providing basic services to these communities. However, the increase over the past few years of municipal service delivery protests indicates that communities are not satisfied with the existing level of service delivery (Luthuli, 2009:460). It is shown in this chapter that 32% of service delivery protests happen due to dissatisfaction with the level and quality of service delivery. The services that municipalities deliver to citizens are procured from the private sector using supply chain management principles. Examples of these services are provided later on in the chapter.

"The aims of democratizing our society and growing our economy inclusively can only be realized through a responsive, accountable, effective and efficient local government system that is a part of a developmental state" (COGTA, 2009: 3).

2.2 Conceptualising Service Delivery

Given the growing acknowledgement that traditional service delivery or development approaches have failed to adequately address the needs of many societies, various national, state and local initiatives have called for significant reform in how services are provided to societies. These new approaches involve individualised empowering of consumers' strengths and encourage their active participation in the design, implementation and evaluation of services pertinent to them. In Allen's (2002:476) view, the traditional service delivery approach, which is often more deficits-oriented, and professionally and programmatically driven, differs from the new approach in that service delivery involves the implementation of four distinct service delivery practices: (1) providers are expected to focus on consumer strengths and capacities, rather than consumer deficits; (2) an expectation that providers will extend their focus beyond the traditional assessment of treatment needs; (3) providers are expected to focus on the needs and strengths of the entire society, rather than only a target client; and (4) providers are required to include societies in goal identification.

Given that there are many South Africans who are poor, service delivery is envisioned to alleviate poverty in post-1994 South Africa by considering a number of issues: decentralization and participation can reinforce historical distributions of privileges; community ownership is neither a necessary nor a sufficient condition for effective service delivery to individuals in rural communities; when managed well, private outsourcing can benefit the poor; and the abolition of user fees is often not the best way to ensure access to basic services.

Bekker (n.d.:3) assigns the task of service delivery to local government and outlines some basic purposes of local government, as follows:
- ❖ Essential-services supplier
- ❖ Communal-needs satisfier
- ❖ Unique-needs provider

- ❖ Urbanisation regulator
- ❖ Democracy developer
- ❖ Responsiveness and accessibility enhancer
- ❖ Consumer-cost recovered
- ❖ Control improver
- ❖ Inhabitant educator
- ❖ Prejudice diminished

2.3 Legislative Framework in Local Government

2.3.1 The Constitution of the Republic of South Africa (1996)

The Constitution of the Republic of South Africa (1996:13) contains a series of justifiable socio-economic rights. In terms of section 26 and 27 obligations are placed on government (especially at local level) to ensure the progressive realisation of rights, within available resources, to housing, water, sanitation and related basic services such as electricity and refuse removal. At a formal level basic service policy and legislation recognises the need to prioritise access by the poor to basic services, but this has proven to be challenging in practice.

Part of the problem is distributing the resources between national government and municipalities, and within municipalities. It is clear that there is need for greater redistribution of resources. This can be done through advocacy, responding to calls for public submissions on law and policy, as well as through enhancing coordination between social movements, NGOs and CBOs. Even where infrastructure is in place, it is common practice to deny low-income tenants (particularly in inner city areas) free basic services and/or to disconnect services. It is thus necessary for people to know and understand their rights, and for research to be conducted as to what constitutes acceptable basic services for low income households (Constitution of the Republic of South Africa 1996:13).

2.3.2 White Paper on Local Government 1998

The White Paper on Local Government (1998) sets out a broad vision of a developmental local government. This is essentially a vision that calls on municipalities to find means of confronting the legacy of underdevelopment and poverty in their local areas. The White Paper further recognized integrated development planning, performance management and community participation as crucial mechanisms to achieve this.

The developments at local government level have been supported by appropriate legislative responses to facilitate service delivery. The responses include the 1998 White Paper on Local Government, which recommended a policy of developmental local government which placed greater emphasis on participatory planning. The White Paper called on councillors to work with the institutions of civil society to foster community participation and consensus around development and find local solutions to problems. In 2001, municipal boundaries were redrawn in a delimitation initiative that resulted in the reduction of the total number of municipalities from nearly 1000 to 284 municipalities (White Paper on Local Government,1998).

These mechanisms reinforce each other to bring about change, transformation and improved service delivery at a local level. In essence, the White Paper visualizes a process where communities will be involved in governance matters, including planning, implementation and performance monitoring and review. In this particular way, communities would be empowered to identify their needs, set performance indicators and targets and thereby hold municipalities accountable for their performance in service delivery. With communities engaging municipalities from an informed position, this can only result in municipalities planning better and strategically while improving the way they work for accelerated service delivery (White Paper on Local Government, 1998).

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

consequences of a system which exposed White and Black South Africans, to vastly different socio-economic environments".

The continuing challenge we face therefore, is one of ensuring that all municipalities develop the requisite capacity to translate those resources into instruments with which to confront problems of poverty and underdevelopment. The interventions must make positive impact on the way we meet such challenges as: public participation, programme management as well as creating conditions for sustainable service delivery and economic development (Mufamadi, 2005:1). This statement by the minister underscores the importance of service delivery at ministerial level. The monitoring of service delivery needs through effective governance and service administration is clearly crucial.

According to South African Local Government (1998) local government in South Africa has, since the transition to democracy, undergone a series of changes to meet the needs of a consolidating democracy and the development of the country's citizens. The challenges include: addressing apartheid-legacy underdevelopment of the regions and municipalities, fostering participatory governance at the local level, consolidating local government to facilitate sustainable development and improving service delivery.

In 2007, The Department of Provincial and Local Government undertook a local government policy review which, among other findings, acknowledged the need for an examination of existing participatory mechanisms to improve the quality of citizen participation in local government decision-making (South African Local Government Structure 1998).

2.4 Service delivery in South Africa

2.4.1 Service delivery pre–1994

The concept of service delivery must have existed before 1994 in South Africa, but it was mainly carried out within racial domains; whites enjoyed a lion's share of the national cake while the other races, especially black South Africans, were treated

quite unfairly. Dubow and Jeeves (2005:48) remark, for instance, that after 1948 the government moved quickly to reverse the reforms to unemployment insurance, ensuring that African workers were excluded for the next 25 years.

Despite this backdrop, the NP never abolished South Africa's extraordinary, non-contributory old-age pensions or disability grants. When this racial discrimination of the black community by the white rulers escalated, Dubow and Jeeves(2005:48) continue to say, it brought shame and embarrassment to the government both locally and internationally in the 1980s. With constant reforms, the old-age pension remains the core of South Africa's system of welfare to date.

The public welfare, however, blindfolded many South Africans and they took it for granted, contemplating extensions of the welfare system as if such initiatives were commonplace around the world. Dubow and Jeeves (2005:49) state that in its 1994 election manifesto, the Reconstruction and Development Programme, the African National Congress (ANC) promised basic welfare rights, including the right to income security. For this reason, it can be argued that provisions for welfare service in the early 1940s were a short-lived radical moment in the history of social policy in South Africa and one that had enduring significance.

According to Dubow and Jeeves (2005:50), Africans, Indians and Coloureds were excluded from social citizenship until the 1940s after which they enjoyed some social rights though with standards defined in racially discriminatory terms despite their political rights. This social citizenship exclusion worsened their situation and poverty among these communities became the order of the day (Shwartz, 2011).

2.4.2 Service delivery post–1994

Mubangizi and Gray (2011:213) offer statistical information to the effect that of the South Africa's 47 million people a) 61% of the African population, nearly 38 million, are poor compared with only 1% of the white population of close to 4.1 million people; b) unemployment for youth is more than 30% and c) urban disintegration characterises poor people ravaged by AIDS and HIV. In order to avert acute poverty and unemployment, service delivery becomes a pivotal step to take because of the

central role it can play in poverty alleviation (Burger, 2005:483). Accordingly, in the short-term, services can help relieve some of the most severe burdens of destitution, while in the long-term the subsidisation of investments in health, education and other departments can help provide an exit from persistent poverty.

According to Fairbanks (2013: 30) a third of working South Africans of all ages get by on less than \$2 a day (R29, 65 estimate). Half of South Africans under the age of 24 looking for work cannot find a job. The vast majority of blacks still languish at the bottom end of the economic spectrum; the average income for black households is a sixth of that for whites. For people like doctors, there remains little meaningful opportunity.

Poverty is apparently a high social priority in a country where about 37% of households survive on less than R1000 per month. What is central in terms of service delivery here has to do with service outputs and service outcomes in which the former refers to quantity of service offered, while the latter tries to ascertain whether or not the services rendered improve people's lives (Fairbanks 2013:30).

It is my view that the amount of poverty in South Africa is bad to an extent that those employed do not get enough money for sustenance. The rate of unemployment is high and those mostly unemployed are the youths. The gap between the rich (mostly whites) and the poor (mostly black) is increasing every day. With these realities, poverty becomes a high social priority. There is a connection between issues of poverty and service delivery, in that services offered (service outputs) and services rendered (service outcomes) determine whether or not people's lives have been improved. Issues relating to skills and competency discrepancies in the public sector worsen as one gets closer to the citizen.

As the mandate of public sector organisations is the provision of quality services by government to its citizens, a good reputation is established through quality service provision. Ngidi (2012:35) argues that through consultation, government ensures it is not pursuing its own agenda, but rather the general welfare of the broader population by encouraging the public to participate in policy-making.

It is my view that the sole purpose of the public service undertaking consultation is to ascertain that consensus building is observed in almost all public endeavours, the absence of which robs citizens of decent services that they ought to receive. Routine consultations guarantee that the government knows and understands the priorities of citizens. Therefore, all four issues outlined in the previous paragraph matter to empower the poor.

Mubangizi and Gray (2011:212) stated that policy implementation has proved difficult because of major problems in the public service sector; lack of service delivery capacity and resources, inadequate human resources, widespread corruption, especially in provincial government, and a fee-for-service culture.

According to Ngidi (2012:23) stated that courtesy is not being polite to customers, but being friendly, helpful and treating everyone with dignity and respect. We should write down a code of conduct and we should train and assess our staff in customer care. Our managers should monitor the relationship between front line staff and customers and help staff to give a warm and friendly service to everyone(Ngidi 2012:23).

 Ngidi (2012:23), observes that *Batho Pele* is not outward-looking only, as it also starts from within. He suggests that all sections within government departments should have a set of service standards on how they could contribute towards bringing a better life for all in South Africa and not for self-enrichment. This is to say that the purpose of this world is not to have and to hold, but to give and to serve. If this is upheld as a guiding principle for life, there can be no other meaning for the applicability of quality services in the public sector but to serve and to give.

Sing (2012:551) stated that he public service was obliged to institutionalise and use information technologies, a practice necessary to ensure economical, efficient and effective service delivery. On the labour front, many collective agreements were reached. From 2004 onwards, the era of Accelerating Implementation commenced. It became incumbent on the Public Service to give momentum to maintaining and promoting sustainable livelihoods, ensuring access to services, developing and sustaining comprehensive social security measures, promoting the constitutional

rights of the public as well as establishing collaborative partnerships with Africa and the global community.

The Department of Public Service and Administration (DPSA, 2007) indicates that despite efforts to decentralise through the three spheres of democratic government, with each sphere in its own way striving to be responsive, it still remains a challenge for communities to communicate effectively with their elected representatives and government officials. In his State of the Nation Address on 14 February 2003 President Thabo Mbeki identified the need for a new public service stratum of multi-skilled community development workers to establish community development workers as ordinary workers, playing a crucial role in deepening democracy to enable communities to shape government service delivery to meet their needs and to empower communities to make more effective use of existing government services.

Ward committees have come to be identified as prominent channels for communication through which communities inform municipal councils about their needs, expectations and problems. Naidu (2008:86) thinks that the present structure and form of ward committees in South Africa is dysfunctional and that it has undermined the role participation plays within the municipal structure. Some of these dysfunctions, according to Buccus et al (2007:23), emanate from one or more of the following:

- ❖ Ward committee members lack credibility to influence decision-making.
- ❖ Ward committee members lack commitment in their endeavours.
- ❖ There is an evident lack of training for ward committees and some perceive ward committees as a mere stepping stone towards realising their political ambitions.
- ❖ Power relations (that is political interference) undermine the role of ward committees – a ward councillor is a politically-elected representative and, by default, s/he is chairperson of a ward committee that has the potential of promoting partisan interests.
- ❖ Ward councillors do not support community development workers in performing their function.

- ❖ CDWs experience exclusion within municipal matters because they are perceived as government informants.
- ❖ Sector departments do not prioritise development cases brought by CDWs to their attention.

According to Buccus et al, (2007:19) "izimbizo are the most common mechanism through which ordinary citizens experience public participation." Carrim (2001:14) asserts that the Municipal Systems Act of 2000 requires municipalities to "develop a culture of governance that complements formal representative government with a system of participatory governance".

2.5 The Role of Local Government in Development

Local government needs to play the following roles within the local economy, inter alia provide leadership, direction and policy guidelines, create an enabling economic environment, facilitate the implementation of LED projects, support SMMEs, formulate creative innovation and solutions for local challenges, maximise local resources and potential, and develop local skills (DPLG 2006:22).

Developmental local government needs to comply with various requirements and the Department of Co-operative Governance and Traditional Affairs (COGTA,2010) has identified various issues to be addressed to establish an "ideal" developmental municipality. These issues include the Constitutional responsibility to provide for the basic needs of local people, sustainable service delivery, promotion of social and economic development, clear responsibilities to all officials, and capacity and financial resources to carry out all functions (COGTA 2010b:51). The overall aim of COGTA is to improve co-ordination across the three spheres of government for faster and improved service delivery. The concept of "co-operative" governance is promoted through greater emphasis on working with communities (COGTA 2010a:8).

According to Blakely (1989:61-65), local government can create an enabling developmental environment by limiting local bureaucracy, upgrading infrastructure, the provision of training and skills programmes and information, as well as ensuring

law and order, whereas government can assist in supporting existing businesses, attracting new businesses and finding export markets.

Local governments are increasingly seen as agents of people-centred development. This sphere of governance is recognised as a vital structure for its vicinity to the local community. For instance, in South Africa, the democratic government has been promoting development-oriented decentralisation to promote the role of local government in development. The various policy and legal frameworks in the country stipulated that local governments should be development-oriented and therefore encourage the social and economic transformation by engaging community and community based organisations (Blakely 1989:61-65).

Local governments have been established and existed to achieve diverse development objectives. First, local governments can contribute to increased popular participation in development planning and management through initiating and facilitating practices that can encourage mutual partnership and interaction among communities, community based organizations and local government (Butler, 2005). Secondly, local governments can contribute for the creation of enabling conditions for pro-poor economic growth that encourages community empowerment in the form of poverty alleviation through better service provision, improving conditions for local economic development, and creating job opportunities (Vander Wal and Hilhorst, 2007).

2.6 Understanding Service Delivery in South Africa

The notion of service delivery is a complex one which can be understood using different perspectives including the historical, sociological, philosophical and rhetorical perspectives. In South Africa service delivery can be understood differently according to the different government administrations, namely the (late) Mandela (1994 - 1999), Mbeki (1999 - 2008) and Zuma (2009 - present) era of government.

The three government administrations had different ways of defining its role in society and service delivery. This affected the different aims that they were targeting to address. The ideology that the three governments adopted has in turn had

implications for the way in which service provision is undertaken as well as the public's understanding of the government's role.

In South Africa, service delivery has a rather complex meaning which encompasses more than delivering user focused services. According to Mc Lennan (2009: 19) "public service delivery is highly politicised in South Africa because it represents some of the contradictions of the transition from the apartheid to democracy". It (service delivery) has a wider meaning as it is associated with development, redressing the injustices of the past, alleviate poverty and promoting economic growth (Mc Lennon 2009).

2.7 Service Delivery in Rural South Africa

Despite powers given to local authorities to deliver and manage their own resources, most municipalities are struggling to achieve their objectives as set out in the South African Constitution (National Treasury, 2011). Review of local government performance reveals that service delivery improved in urban areas while backlogs in rural areas are addressed at a very slow pace or, in some cases, ignored (National Treasury 2011), explaining recent protests in rural areas. The challenge is further complicated by implementation problems within rural municipalities; seeking innovative ways to address complexities in a rural set-up to avoid diversion of funds to towns (National Treasury, 2011).

Government failures are more visible at local levels and are attributed to voter apathy, manipulation of evidence to please councillors, biasness due to lack of public or media scrutiny, citizens, over-expectation, political entrepreneurship and administration incapacity and forced integration of municipalities (Buthelezi & Dollery 2004). Corruption of community leaders within rural communities, wherein leaders prioritise their own needs over that of community members, is particularly highlighted as a big challenge in rural municipalities (Platteau, 2004).

Decentralised functions to local government without necessary resources further cripples delivery in most municipalities, especially poorer municipalities, mainly rural (Siddle, 2011). All these failures contribute to the state of services provided to

communities, and challenges in the following areas are specifically outlined for service delivery in rural municipalities:

2.7.1 Human capacity and funding

According to the OECD (2008), human capital is defined as the knowledge, skills, competencies and other attributes embodied in individuals or groups of individuals acquired during their life and used to produce goods, services or ideas in market circumstances. A skill is a learned capacity to carry out pre-determined results often with the minimum outlay of time, energy or both. Skills can often be divided into domain-general and domain-specific skills. For example, in the domain of work, some general skills would includes time management, teamwork, leadership, self motivation and others, whereas domain-specific skills would be useful only for certain job. Skills usually require certain environmental stimuli and situations to assess the level of skill being shown and used (Robbins and DeCenzo, 2008:225).

Documented reports in Maputo, the capital of Mozambique, reveal that immediately after the independence of that country in 1975, there were only 40 people with university degrees (Kayizzi-Mugerwa, 2003). The system had to transform and absorb indigenous people to serve in the public sector, as opposed to colonisers holding public office, both in politics and government administration. Skilled labour shortage became a challenge, forcing the public sector to be staffed with unskilled people without sufficient education or relevant qualifications, which contributed to inefficient service delivery. The few available skills were headhunted by the private sector, enticing skilled labour with salaries far exceeding government pay rates.

Personnel in the public sector resorted to taking bribes, outright theft of public property and absenteeism due to freelance jobs to make up for the perceived shortfall in their monthly salaries to improve their living standards (Kayizzi-Mugerwa, 2003). The challenge of not being able to meet the demand for skills is, however, an experience of the past in the world stage.

Scarce, skilled labour is a concept being challenged of its validity and accuracy by the different employer industry participants and writers in the discourse. Recently, through a White Paper for Post-School Education and Training, the Department of Higher Education and Training's call to the latter was that it should centralise its systems to identify skills needs, and as of April 2014, 100 top occupations in demand were identified. Internationally, the concept of scarce skills does not hold water, "Outsourcing and global supply chains, along with the fall of communism, mean that suddenly, workers in rich countries are competing directly with workers everywhere, many of whom live in capital-poor countries. That will naturally make labour less scarce and hence less valuable" (Smith 2014:15).

Migration also has a negative impact on the quality of rural life as it reduces number of individuals, especially young adults, in rural areas, increasing pressure on those remaining behind to work much harder to close the gap created by those who left (Remi, 2011).

Poorer municipalities, such as category B4 municipalities, cannot raise money from the first two options and, as a result thereof, rely mainly on transfers. They also receive conditional grants, the Municipal Infrastructure Grant (MIG), to spend on maintenance and upgrade of their infrastructure. The fund is meant to result in a ripple effect in order to improve service provision to rural communities. However, most of the funding was not spent in 2011, even within these rural municipalities that are said to be struggling (Local Government, 2015). Scarcity of funds in government requires efficiency and effectiveness which is hindered by minimal governance and implementation skills within these local institutions, especially rural municipalities (Kanyane, 2011).

2.7.2 Intergovernmental relations

Given the three spheres of government, it should be noted that it is not only the responsibility of local municipalities to deliver services to communities as most municipal functions are inter-linked with functions of national, provincial and in some cases district or other local municipalities, referred to as concurrent functions in the

review report (DPLG, 2008). Therefore, proper coordination and facilitation of the delivery of such services becomes crucial.

In an attempt to combat poor intergovernmental communication (national to local level), identified as one of the main challenges contributing negatively to efficiency and timeliness, the Intergovernmental Relations Framework Act was then promulgated in 2005. A sound intergovernmental relation is essential for all spheres to collectively place national interests above geographic interests, enabling all relevant institutions to make concerted effort towards the state's ultimate goal, improved welfare of all citizens (Tsatsire, Taylor & Raga 2010).

2.8 Challenges that Affects Service Delivery

2.8.1 Lack of capacity

IDASA (2010:1) emphasises that the fundamental goal of a democratic system is citizen satisfaction. The effectiveness of good local governance therefore needs to be judged by the capacity of local government structures to provide an integrated developmental approach to social and economic development issues and to supply essential services which are congruent with the needs and desires of the local 96 Africa's Public Service Delivery and Performance Review communities. In this regard, municipalities should be able to identify and prioritise local needs, determine adequate levels of services and allocate the necessary resources in order to fulfil the aspirations of the society.

According to Wallis and Dollery (2001:247), state incapacity in many developing countries is so endemic as to preclude even the adequate delivery of minimal services, let alone any more complex operations. South Africa is not immune to this problem. The rendering of municipal services to satisfy a specific community's needs is, of necessity, dependent upon the availability of sufficient resources.

All spheres of government are frequently confronted with increasing and competitive demands for more and effective services and a general lack of sufficient resources to meet such demands; hence, Powell's (2012:16) view that the new sphere of

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

Powell (2012:18) confirms that Project Consolidate deployed technical experts to 136 municipalities, generally in rural areas or former homelands which had the highest backlogs in basic services and were economically depressed. Similar programmes, such as Syenza Manje, were also employed; it was however difficult to measure the impact of these interventions.

The 2010 budget deficit is a case in point where the poor are vulnerable to the unintended consequences of policy decisions. According to the Local Government Budgets and Expenditure Review (2011: 62), municipalities' actual total operating expenditure increased in real terms by 11.8 per cent annually from 2006/07 to 2009/10 and is estimated to grow by 6.4 per cent over the medium term.

More often than not, there exists a disjuncture between municipal expenditure and service delivery outcomes due to the inefficiencies in the machinery of government, and municipalities' consequent inability to deliver basic services to the community. Inefficiencies in service delivery or corruption might also quickly translate into increased expenditures and thus reduce the availability of resources to address the core objectives of poverty reduction and economic development (Local Government Budgets and Expenditure Review 2011:68).

2.9 Service Delivery at Local Government Level

2.9.1 Definition of Service Delivery

Mfene (2009:210) defines service delivery as "an encompassing activity aimed at promoting the general welfare of the community". The Parliamentary Monitoring Group (2010:4) further explains that service delivery is an *"outcome, of which the scale and quality depends on factors such as: clear and realistic policies; appropriate allocation of powers, functions and financial resources; performance and accountability of State organs to implement*

policies; coordination between organs of State; public participation and involvement as well as the level of self-reliance of communities".

The White Paper on Transforming Public Service Delivery stipulates the following "Batho Pele" eight (8) service delivery principles to ensure effective service delivery: "(1) consultation;(2) service standards; (3) access; (4) courtesy; (5) information; (6) openness and transparency;(7) redress; and (8) value for money" (Department of Public Service and Administration, 1997:15). The Batho Pele principles are based on the public administrative principles discussed in page 2 of the White Paper, and were developed in response to the high expectations that accompanied the emergence of a democratic South Africa (Nengwekhulu, 2009:347). These principles have become the yardstick by which the success or failure of a sphere of government's public service delivery is assessed (Nengwekhulu, 2009:348).

Service delivery (or the lack thereof) is experienced mostly at local government level because local government is the "coalface of service delivery" (Moosa, 1996:4). The basic services as stated in Part B of Schedule 5 of the Constitution include the provision of (1) water, (2) sanitation, (3) electricity, (4) refuse removal, (5) housing, and (6) other services (which includes education, health, roads, transport, sports and recreation, street trading, parks, and community halls).

According to Mfene (2009:215), "the perceived slow pace of service delivery, especially at local government level, has led to growing impatience and discontent among the poor communities". Nengwekhulu (2009:348) agrees, saying that although major improvements in service delivery are evident, they are not enough to meet the high expectations brought on by the dawn of democracy in the country. As such, the "expectations of service delivery is disproportionately high in comparison with the level of service provided by local government" (ILGM, 2010: 2). Therefore, both Mfene (2009:210) and ILGM (2010:1) conclude that "if local government is the coalface of service delivery, it is safe to regard the service delivery protests as a true barometer of the reaction of South Africans to the quality of the services rendered and a display of their dissatisfaction with the current state of affairs".

2.9.2 The nature of the service delivery protests

This section seeks to demonstrate the nature of service delivery protests across the country and further explain the need to improve supply chain performance management. Jain (2010:31) defines service delivery protests as a "natural and probable consequence of systematic institutional problems that exist in the provision of basic services to the most poverty stricken members of the South African society". Jain further states that the poor people of South Africa make use of service delivery protests in order to demonstrate their dissatisfaction with what they perceive as a lack of or slow service delivery.

Ammons (2005:14) argues that if "performance of supply chains is not managed, there will then almost certainly be gradual discrepancies in service quality and this inefficiency will pass undetected by programme officials, thereby creating sizable deficiencies over time (even though unintended) that escape notice until a major problem draws unfavourable attention to them".

2.9.3 Reasons for service delivery protests

"Supply chain management has an inextricable link to long-term quality service delivery, human capital development and associated socio-economic growth" (Boateng, 2010:1). The quality of services delivered to citizens correlates with the effectiveness of supply chain management. Naidoo (2010:1) argues that many of the "service delivery issues can be solved through improvements in the supply chain".

Financial mismanagement at municipal level has been raised as one of the reasons for service delivery protests. Therefore, effective supply chain management practices have a direct effect on good financial management that would result in improved service delivery to the citizens.

The following issues have been identified by Atkinson (2007:58) as being the reasons for the recent service delivery protests.

- ❖ Municipalities are not providing services or are only providing shoddy services;
- ❖ Decision-making is unresponsive to the needs of the citizens and undemocratic, thereby undermining people's livelihoods and interests;
- ❖ There are issues of financial mismanagement, fraud and corruption at municipal level.
- ❖ Residents across the country clearly indicated that these issues are being responsible for the poor service delivery in their areas; and
- ❖ Protests are levelled against the perceived corruption, sudden enrichment and conspicuous consumption of municipal councillors and staff.

2.10 Summary

Local government was created by the Constitution as a distinct sphere of government that would facilitate the effective provision of basic services to its immediate communities in a sustainable manner. Legislation was enacted to guide municipalities towards achieving the goals of a developmental local government. Supply chain management policies are in place to guide how the procurement of goods and services that municipalities deliver to citizens should be carried out. The spate of service delivery protests in the recent past indicates that there are, amongst others supply chain management challenges inherent in the system that need to be addressed decisively. Research reveals that municipalities are different and differentiated approaches are therefore required in terms of resolving each municipality's specific challenges.

CHAPTER 3

3. RESEARCH METHODOLOGY

3.1 Introduction

This chapter deals with the research method and design, study area, population, sample size and selection method, data collection method, data analysis methods, limitation of study and ethical considerations.

3.2 Research Method and Design

For the purpose of this study, the researcher used both positivism and interpretivism paradigm and both qualitative and quantitative methods of enquiry were used. Collodel, De Beer and Kotze (2012:37) describe qualitative approach to evolve as recognition of the uniqueness and meaningfulness of human behaviour. The emphasis of this approach is on people and their constant interaction to make sense to their own world. The research participant in this approach takes the centre stage of the research and determines research (Collodel, De Beer and Kotze 2012: 37).

Disoloane (2012: 134) defines qualitative research as interdisciplinary, trans-disciplinary and sometimes counter-disciplinary field by virtue of crosscutting the social sciences and the physical sciences. Researchers and practitioners who use the qualitative research methodology are sensitive to the value of this approach.

Qualitative research as a research methodology is concerned with understanding the processes and the social and cultural contexts which underlie various behavioural patterns and is mostly concerned with exploring the "why" questions of research. It further studies people or systems by interacting with and observing the participants in their natural environment and focusing on their meanings and interpretations. Joubish, Khurram, Ahmed, Fatima and Haider (2011: 2087) are of the opinion that qualitative research is used to help us understand how people feel and why they feel as they do.

Maree (2010: 51) define qualitative research as a research methodology that is concerned with understanding the processes and social and cultural contexts that involves variety of behavioural patterns and it focuses mostly with exploring the "why" question of research. Following Leedy and Ormrod"s (2005: 96) arguments, one can conclude that qualitative research study can serve as an evaluation purpose as it provides means through which the researcher can judge the effectiveness of a particular policy, practice or innovation. The analysis of data and interpretation in qualitative research presents itself in the form of themes, categories, words and interpreted narratives.

Munzhedzi (2011:58) argues that the purpose of qualitative research is to describe, explain, explore, interpret and build theory.
Through qualitative research, a wide array of dimension of the social world is explored, including everyday life, and the understanding, experiences and thoughts of social participants. Munzhedzi (2011:58) further contends that a qualitative research approach also explores the ways of social processes, institutions, discourse or relationships and the significance of meanings they generate.

According to Babooa (2008:137) the name qualitative research says it all, as it involves an in-depth understanding of participants' behaviour and the reasons that govern participants' behaviour. Unlike quantitative research approach, qualitative research relies on reasons behind certain behaviours and experiences of the participants. The data collection methods in qualitative research are dependent on the following four methods; participation in settings, direct observation, in-depth interviews and analysis of responses.

Most of the information was analyzed using qualitative thematic analysis to examine the significance of service delivery initiatives within Vhembe District Municipality. The researcher's decision to use thematic analysis is that this type of analysis is highly inductive in the sense that, the themes emerge from the data and are not imposed upon by the researcher (Downson, 2007:120).

Marees (2010: 51) contend that quantitative research concerns things that can be counted. One of its most common disciplines is the use of statistics to produce and

explain data and to summarize findings. Generally quantitative research is concerned with systematic measurement, statistical analysis and methods of experimentation. Data analysis and interpretation in quantitative research approach is mainly presented in numbers, symbols, statistics, deductive reasoning and scientific style (Marees 2010:51).

Babooa (2008:136) concurs with Maree (2010), by articulating that quantitative research involves the use of structured questions where the response options have been predetermined and a large number of respondents are involved. In clear and simple terms, quantitative research considers numbers, symbols, measurements and statistics in outlining key variables for the collection, analysis and interpretation of data. The applied measurements must ensure that they are objective, quantitative and statistically valid.

The combination of the qualitative and the quantitative research method is known as the mixed research method (Maree, 2013:263). Truscott et al. (2010) as cited by Kuada (2012:119) reveal that the goal of mixed methods research is not to replace qualitative or quantitative research, but to draw from their strength and minimize limitations.

Briggs, Coleman and Morrison (2012:126) argue that "mixed method research provides a framework for combining quantitative and qualitative research approaches. Mixed researchers systematically use elements from both paradigms to collect, analyze, validate and interpret data.

Briggs, Coleman and Morrison (2012:122) assert that mixed research is the paradigm that systematically combines aspects of quantitative and qualitative research methods into a single study to take advantage of each paradigm strengths. These definitions show that there is consensus or convergence on the need for a study to have an integrative character.

McMillan and Schumacher (2010:396) add clarity to this understanding regarding the conceptualization of mixed method design as a convergence of philosophy, viewpoints, traditions, methods, and conclusions. This is what makes mixed method

research unique and to be able to provide insights that are not possible when either the quantitative or qualitative approach is used independently (McMillan and Schumacher, 2010:396).

It is also argued that using mixed methods research is not only possible and desirable, but the best way of improving the quality of research. Most researchers accept that quantitative and qualitative research methods are compatible and their application is determined by the kind of research problem at hand. On the positive side, using both approaches allows the researcher to incorporate the strength of each method. It also provides more comprehensive data. It further allows investigation of different types of research questions.

The disadvantage of mixed method research is that it requires more extensive data collection. It also requires more time and resources. At times it may mislead readers if an approach does not fully integrate both types of designs. Writing reports and forming conclusions is difficult with mixed method research (McMillan and Schumacher, 2010:397).

For the qualitative aspects of the study face-to-face interviews schedule was used in order to help to construct the reality from the interviewee's world and to gain more in-depth dynamics and complexities of project designs etc. On the other hand, face-to-face interviews have been the more natural form of interaction with respondents. Interviewees themselves were able to share feelings, experiences and beliefs with the interviewer.

In general the face-to-face interview method has been found to be a more natural form of interaction with respondents than making them fill out a questionnaire. The interviews were conducted in person in English on a one-on one basis in order to obtain information from the identified municipal officials, ward councillors and traditional leaders. Questions such as the role fulfilled by directorate to implement service delivery initiatives, the values and ethics to improve performance in the departments. This was to ensure whether the participants know the roles they have to play and whether the municipality have enough policies to improve performance

The following questions were asked to obtain the views on service delivery challenges in the Vhembe District Municipality so that they can recommend mechanisms to address service delivery initiatives; the role fulfilled by your directorate in service delivery initiatives, impact of policies, roles and regulations on the performance of departments, the formal policies in the department as compared to community expectations, the role of traditional leaders in the municipality on service delivery initiatives and the view of traditional leaders on Municipal IDP process.

For the quantitative part of the study, a semi-structured survey questionnaire was administered. A questionnaire is considered a suitable technique for data collection since it allows participants to secure lucid, accurate and full accounts based on the personal experience of participants. O'sullivan, Berner and Rassel (2008:216) define a semi-structured questionnaire as a questionnaire consisting of both open-ended and close-ended questions, and provide a greater depth than is possible with a structured questionnaire.

 Maree and Pietersen (2010:157) argue that the questionnaire is designed to collect data from large, diverse, and widely scattered groups of people. It is used in gathering quantitative data as well as in securing the development of data of a qualitative nature where appropriate.

3.4 Study Area

Vhembe District Municipality is a Category C Municipality, established in the year 2000 in terms of Local Government Municipal Structures Act No. 117 of 1998. It is a municipality with a Mayoral Executive System, which allow for the exercise of executive authority through an executive mayor in whom the executive leadership of the municipality is vested and who is assisted by a mayoral committee. It consists of four local municipalities: Thulamela, Makhado, Musina and Lim 345 which are category B executive municipalities.

It covers a geographical area that is predominantly rural and semi-urban (COGTA 2011:948). Vhembe District Municipality is predominantly rural with rural service delivery backlogs.

The district is located in the Northern part of Limpopo Province and shares boarders with Capricorn and Mopani District municipalities in the eastern and western directions respectively. The sharing of boarders extends to Zimbabwe and Botswana in the North West and Mozambique in the south east through the Kruger National Park respectively as indicated in figure 1 below. The District covers 21 407 square km of land with total population of **1 393 949** people according to Stats SA, 2016 Community Survey. Makhado covers **8310. 586**km². 831 058.64 hectares ,23° 00´ 00´´ S 29° 45´ 00´´ E:, Thulamela covers **2 893.936** km² , 289 393 hectares:22° 57´ S 30° 29´ E, Lim 345 covers **5 467. 216** km², 546 721.572 hectares: 22° 35´ S 30° 40´ E), Musina covers **11 297. 41** km², 1 129 740.773 hecteres: 23° 20´ 17´´ S 30° 02´ 30´´ E.

Figure 3.4.1: Vhembe District Locality Map
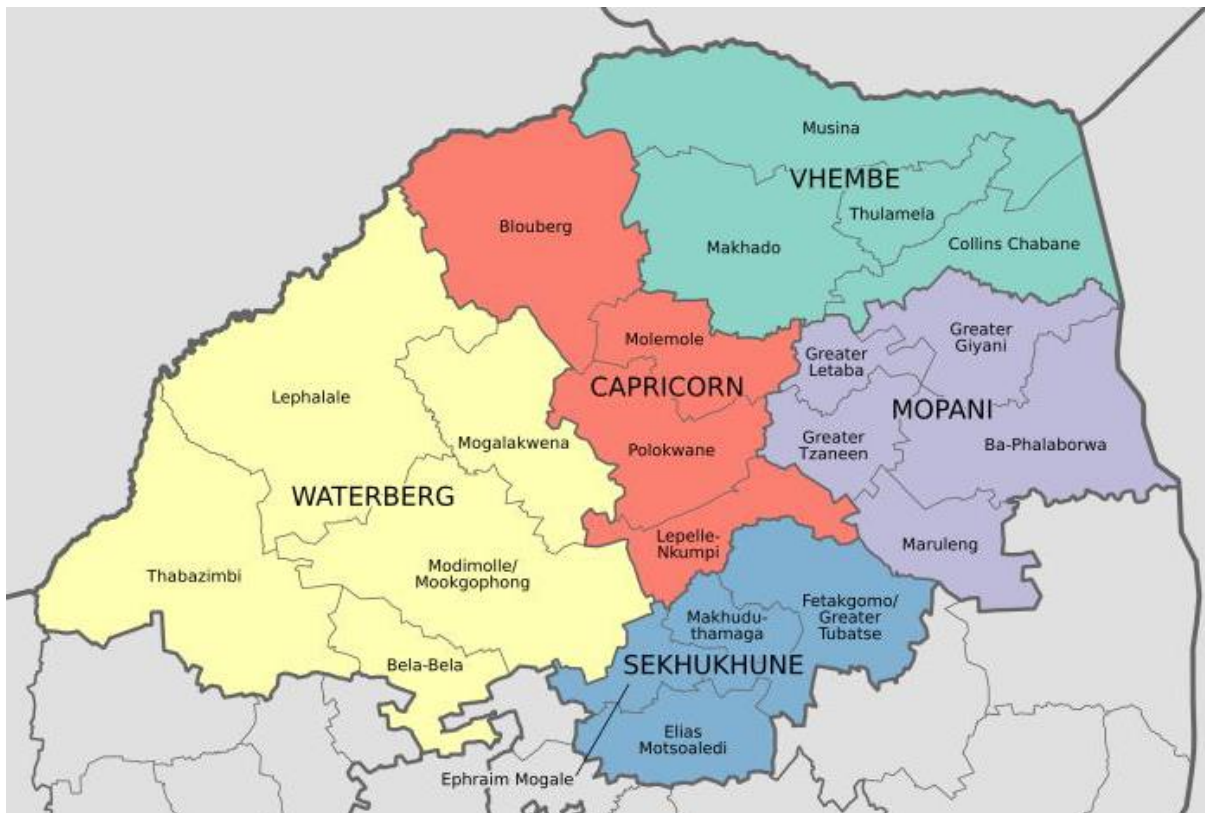
Source: IDP (2017-18:1)

3.5 Population

According to Mcbride (2010:114) a population is the total of individuals that the researcher intends to learn about. Kgwefane (2014:62) argues that, a population can be explained as a full set of individuals or groups from which a sample is taken. Neuman (2011: 341) explains the research population as "the abstract idea of a large group of many cases from which a researcher draws a sample and to which results from a sample are generalized". Within the context of an interpretive framework, Babbie (2011: 366) is of the opinion that in a research study one is almost never able to study all the members of a population that interests the researcher, and that is why the researcher selects a sample.

Babbie (2011: 366) specifies the population as the subjects that will be the focus point to draw conclusions. Welman, Kruger and Mitchell (2005:53) identified the population as a full set of cases from which a sample is drawn. It is the study objects which consists of individuals, groups, organizations, human products and events or the conditions to which they are exposed.The researchers target population is 104 employees including administrative managers, service delivery professionals, Ward Councillors and Traditional Leaders because they are directly involved and it is assumed that they have the knowledge and skills (IDP, 2019). The employees are comprised of both the managerial and ordinary staff.

3.6 Sampling Method and Size

Terre Blanche et al. (2009: 49) points out that sampling is a selection of research participants from an entire population and involves decisions about the people, settings, events, behaviours and social processes to observe (Terre Blanche et al. 2009:49).

De Vos et al. (2011: 224) states that the major reason for sampling is feasibility. A complete coverage of the total population is seldom possible, and all the members of a population of interest, for example drug abusers, parents of preschool children or child abusers, cannot possibly be reached (De Vos et al. 2011:224).

According to Ragin (1994:27) stratified sampling is a form of probability sampling in which a sampling frame is divided into one or more strata from which a sample is drawn using either simple random sampling or systematic sampling strategies. Vhembe District Municipality has a total population of 104. Based on stratification random sampling, a sample size of 48 will be extracted in line with the guidelines of Leedy and Ormrod (2010:207).

Stratified random sampling method was used to select sampling of 58 research participants across the study area within the framework of our population. This selection included ward councillors (10), traditional leaders (10), administrative managers (20), IDP officers (3), PMS officers (2), LED officers (2), CDOs (5), PMU coordinators (3) and internal auditors (3). This type of sampling is suitable for heterogeneous population because of the inclusion of small subgroups percentage-wise can be ensured. Stratification consist of the universe being divided into a number of strata which are mutually exclusive and the members of which are homogenous with regard to some characteristic such as gender, home language, income levels, level of education or age (De Vos et al. 2011:230).

Quota sampling

Table 3.1 Total number of population sampled

Strata	Population	Sample
Admin Managers	$N_1 = 49$	$n_1 = 10$
Service Delivery Professionals	$N_2 = 20$	$n_2 = 18$
Ward Councillors	$N_3 = 24$	$n_3 = 10$
Traditional Leaders	$N_4 = 11$	$n_4 = 10$
Total	**N = 104**	**n = 48**

McMillan and Schumacher (2010:134) contend that in stratified random sampling, the population is divided into subgroups, or strata, on the basis of a variable chosen by the researcher, such as gender, age, location, or level of education. From the above authors there is consensus on how stratified random sample is composed based on conceptualization.

Two major groups of sampling procedure exist, and we have also suggested that the first–probability sampling – is based on randomisation, while the second–non probability sampling is done without the randomisation. The quantitative paradigm is based on relies more on probability sampling techniques and that non probability sampling techniques can also be used in qualitative paradigm. It all has to do with knowing or not knowing the population on which the intended study is planned.

A probability or random sample is one in which each person in the population has the same known probability to be representatively selected which permits the researcher to compute an estimate of the accuracy of the sample even before the study is done. The best-known kinds of probability sampling are simple random sampling, systematic sampling, stratified random sampling, cluster sampling and panel sampling (De Vos et al. 2011: 228). To select councils and traditional leaders random sampling was used.

In the non– probability sampling the odds of selecting a particular individual are not known because the researcher does not know the population size or the members of the population. The best-known kinds of non-probability sampling are accidental sampling, purposive sampling, quota sampling, dimensional sampling, target sampling, snowball sampling, sequential sampling and spatial sampling (De Vos et al. 2011: 231).

Non–probability sampling and purposive sampling was used. According to Babbie (2010), purposive sampling refers to the procedure of selecting sample on the basis of knowledge of the population, its elements and the purpose of the study. As key informants or elements with rich information are the most important in qualitative research, the researcher will purposively select on the basis of some criteria for deeper knowledge and understanding of the phenomenon (Bless *et al.*, 2013).

Both probability and non–probability sampling was used in the study. This study focuses on respondents with better understanding about the role of management in implementing service delivery initiatives for community development. This means participants of the study included various stakeholders such as representatives from: IDP officers and coordinators; LED officers and coordinators; PMS officers; internal

auditors; traditional leaders; CDOs; ward councillors and administrative managers. Therefore they were selected through non–probability sampling and purposive sampling.

The total number of 80 respondents was expected to be involved in the field study which included questionnaire and individual interview. However, this study covered actually only 48 respondents. 32 of the questionnaires came back uncompleted. The respondents were selected in close collaboration and consultation with the concerned departments in the municipality.

3.7 Data Collection

In the collection of data, the researcher must be systematic because if he collects data haphazardly, it will be very difficult for him to answer questions in a conclusive way**.** The paradigm with phenomenological approach (inter-subjective, narrative) is utilized as this study involves the roles of management within the municipal environment. Therefore the study is based on subjectivism epistemology (De Vos et al 2011). Relevant documents such as legislation and policies were reviewed to be able to describe the intended management roles.

Questionnaire

A questionnaire is "a document containing questions and or other types of items designed to solicit information appropriate for analysis. Questionnaires are used primarily in survey research but also in experiments, field research, and other modes of observation" (Babbie, 2010:256). This definition indicates the following features of questionnaire: that questions are crucial elements of a questionnaire; that a questionnaire may be filled directly by the respondents in order to collect information from respondents; and that questionnaires can also be used in qualitative field research. A questionnaire method has advantages and its own limitations as data collection instrument. Bless *et al.,* (2013) pointed out some of the major advantages as it is standardised and time and cost effective whereas the disadvantages include: its difficulty to interpret respondent's response; its difficulty to check that respondents understand the questions; and the low response rate and high response bias.

A questionnaire was conducted to extract information from ordinary employees. The questions were structured. Closed and open-ended questions will be used. Primary data was collected from the sample of the study by means of semi-structured interview guide which was conducted to administrative managers, ward councillors (because of their literacy levels). Traditional leaders were interviewed using face-to-face interviews. Questionnaires were distributed to municipal officers such as IDP, PMS, LED, PMU coordinators, CDOs and internal auditors.

Interviews

Bless et al. (2006:116) state that an interview involves direct personal contact with the participants who are asked to answer questions relating to a research problem. Semi-structured interviews were conducted. According to James & Sally (2001:206) semi-structured interviews have no choices from which respondents selects an answer rather the question is phrased to allow for individual responses. It is an open ended question but is fairly specific in its intent and helps to build a positive relationship between the interviewer and respondents.

According to the research sample selected, the total number of ward councillors to be interviewed is ten (10), traditional leaders (10) and administrative managers (20). Questionnaire for this study were filled by a total of 18 municipal employees. These respondents included IDP officers, PMS officers, LED officers, PMU coordinators, CDOs and internal auditors. The interview took place at Vhembe District Municipality's mayoral boardroom. Different interview guides were developed for different stakeholders, for traditional leaders it was translated to their local language. This was an effort for respondents to have the latitude to describe and narrate their encounters with the municipality.

Once the information was collected according to the above stages of the interview process, the notes were made for proper analysis at a later stage. This is because it might not be easy to capture everything during the interaction and hence it is important to conduct a thorough analysis at a later stage, after the interview process.

3.8 Data Analysis

Data analysis is a process of bringing order structure and meaning to the mass of collected data of importance in analysis, so as to extract the meaning and explanation inherent in raw data (Marshall and Rossman, 1995: 111). Given that this is a mixed methods research, for the quantitative part frequency analysis method was followed. According to Renard, D. et al (2013) frequency analysis method is one of the cornerstones of hazard quantification and risk assessment. Its basis objective is to estimate the distribution of some environmental variable.

The present study used descriptive statistics for the quantitative aspects of the study to analyze data for the survey using SPSS for Windows Version 22 in computing descriptive such as central tendencies frequency table graphs and charts. The participant's responses were presented in graphs and tables reflecting the demographic levels and status of service delivery.

According to Fox and Bayat (2007:111), descriptive statistics refer to statistical techniques and methods designed to reduce sets of data and make interpretation easier. Reference is actually made to a number of methods and techniques where numerical data is collected, displayed and analyzed scientifically and from which logical decisions, conclusion and recommendations may be made.

For the qualitative part this research followed thematic analysis. Braun and Clarke (2006:79) state that thematic analysis is a fundamental method of analysis that needed to be defined and described to solidify its place in qualitative research. Data was presented from the aim and objectives, literature and interviews. The interviews were hand recorded or recorded in writing. Sequential presentation was used to present the findings.

Creswell et al. (2011:212) point out that mixed methods data analysis consists of analytic techniques applied to both quantitative and qualitative data as well as to the mixing of the two forms of data concurrently and sequentially in a single project or a multiphase phase project. Quantitative data was converted into qualitative data to make one data analysis.

3.9 Ethical Consideration

The following research ethics may be considered:

- Permission from the University of Limpopo (TREC) and permission from the municipality were applied for and granted (see appendix…)

- Participants signed a consent form before participating in the study. The researcher considered issues such as informed consent, anonymity of transcripts, faithfulness in transcribing (Gibbs, 2007) and confidentiality of the information given by participants in order to avoid any harm on participants.

- Participation should at all times be voluntary and no one should be forced to participate in a project (Rubin and Babbie 2005:71).The researcher will respect the individual's freedom to decline to participate in or to withdraw from the research at any time.

- The fundamental rule ethical rule of social research is that it must bring no harm to participants. The researcher protects the participant from physical and mental discomfort, harm, and danger that may arise from research procedure and harm to me as well. One of the possible ways to avoid emotional harm is through excluding sensitive and personal information from research instrument (De Vos *et al.,* 2011:115).

- Information obtained about a research participant during a course of the investigation is confidential unless otherwise agreed upon in advance. Privacy implies the element of personal privacy, while confidentiality indicates the handling of information in a confidential manner (De Vos et al. 2011:119).

3.10 Limitations

Vhembe District Municipalities was selected, as it is the researcher's belief that this municipality might reveal the same characteristics as other municipalities, and as such the findings may be relevant to other municipalities in Limpopo Province which experience similar problems.

The researcher would, however, be very careful of over-generalization because areas and municipalities could differ from one another. The researcher experienced challenges of managers not wanting to talk because they fear that they might be penalised.

The researcher has to apply strategies to overcome the anticipated limitations in order to proceed in conducting the research. This will be in the form of informal conversations with the targeted respondents, and included approaching senior officials who had resigned from the municipality. The researcher will also use 'inter-governmental relations' tactics to dig for information. This will be done under the pretext of knowledge and information sharing.

3.11. Summary

This chapter presented the design and procedure for this mixed methods study.
The chapter began by discussing research method and design, sample size and method and were dealt. Both the qualitative and quantitative research designs were explained in detail and what they entail. The fact that mixed research is still an emerging field and thus designs are continually being developed and explored, prompted the researcher to develop a strong interest to be part of this new exploration.

This is attested by Johnson et al. (2007:112) who state that mixed research is becoming increasingly articulated, attached to research practice, recognized as the third major research approach or research paradigm, along with qualitative and quantitative research. Mixed methods research is generally considered to be the third set of data collection methods.

CHAPTER 4

4. FINDINGS AND DISCUSSION

4.1 Introduction

As indicated in the previous chapter, this research was conducted in Vhembe District Municipality. In Limpopo, literature shows that municipalities have a huge task at hand to ensure the speed at which service delivery is implemented. The policies approved by municipal councils should take into consideration the needs of the communities and implementation time frames. Furthermore, various government reports have also revealed that municipalities all around the country have continuously battled with the challenge of service delivery (HSRC, 2016). Protests are one of the symptoms of dissatisfaction from the citizens as municipalities are or should be in the fore front of service delivery.

The purpose of this research was to explore the role of management in implementing service delivery initiatives for community development in Vhembe District Municipality, Limpopo Province. The study primarily followed a mixed method approach and design. The sampling for this study involved stratified random sampling and purposive sampling to select the participants of the study. The data was collected by employing a variety of methods including questionnaire and individual interviews. It was undertaken by engaging 18 service delivery professionals or municipal officers, 20 administrative managers, 10 traditional leaders and 10 councillors in Vhembe District Municipalities. Out of 58 respondents 10 were engaged in interview whereas 48 participated with respect to completing the questionnaire.

This chapter, therefore, presents the key findings and discussions of the study. It has been organised into two major sections: Section 4.3 provides the analysis and presentation of quantitative findings; followed by section 4.4 which presents the key findings of the qualitative findings.

These questions were asked to all forty eight respondents including service delivery professionals, administrative managers, ward councillors and traditional leaders.

4.2 Demographic information of participants

As indicated in the methodology chapter, a total of 48 respondents including municipal employees, administrative managers, ward councillors and traditional leaders were involved in answering the questionnaire for this study. This section presents the background information of the respondents in terms of gender, age, educational level, position and experiences. The analysis carried out using cross tabulation, frequencies and percentages where applicable.

1. What is your gender?

Table 4.2.1 Gender distribution of participants

Gender	N	%
Male	32	66.7%
Female	16	33.3 %
Total	48	100.0%

Figure 4.2.1 Gender distribution of participants
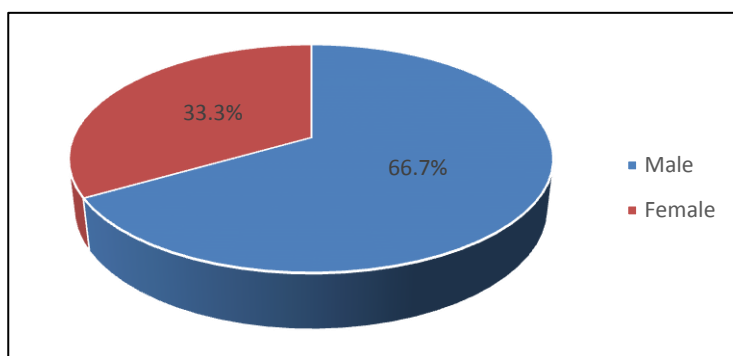
Table 4.2.1 and figure 4.2.1 present the gender distribution of participants, out of 48 respondents, 32 (66.7%) were males and 16 (33.3%) were females. The municipality has more males than females. According to Berman (2018), women work 10 percent harder than men in today's offices. First both men and women complete about 60

percent of their assigned work. However women are assigned 10 percent more work than men these days that is why they achieve the same completion rate which tells us that they are being more industrious. From the 16 (33,3%) females, 10 are in management positions thus shows that the Employment Equity Act should be taken into consideration when hiring employees.

McKinsely (2011) stated that women today are still less likely than men to have the line experience required getting the top job. Sixty two percent of senior women in the largest US corporations were in staff jobs, such as HR and communications, they rarely lead to CEO role; in contrast, 65% of men on excecutive committees held line jobs (Mckinsely, 2011).

According to Willams (2019) the empowerment of women is about dealing with the legacy of apartheid and the transformation of society, particularly of power relations between men, women, institutions and laws. Sixty five years ago our nation was a very different to what it is today. Oppression occurred on a daily basis and women enjoyed almost no rights.

It was a society characterised by repression, subjugation and tyranny. Nations of a free society were unheard of and those who dared to stand up against apartheid, tyranny were met with brutal and unrelenting force. These were the circumstances which faced the brave and patriotic women who devised the women charter in 1954 (Willams, 2019).

2. What is your age?

Table 4.2.2 Age distribution of participants

Age	N	%
20-30 years	1	2.1%
31-40 years	9	18.8%
41-50 years	26	54.2%
51+ years	12	25.0%

Total	48	100%

Figure 4.2.2 Age distribution of participants
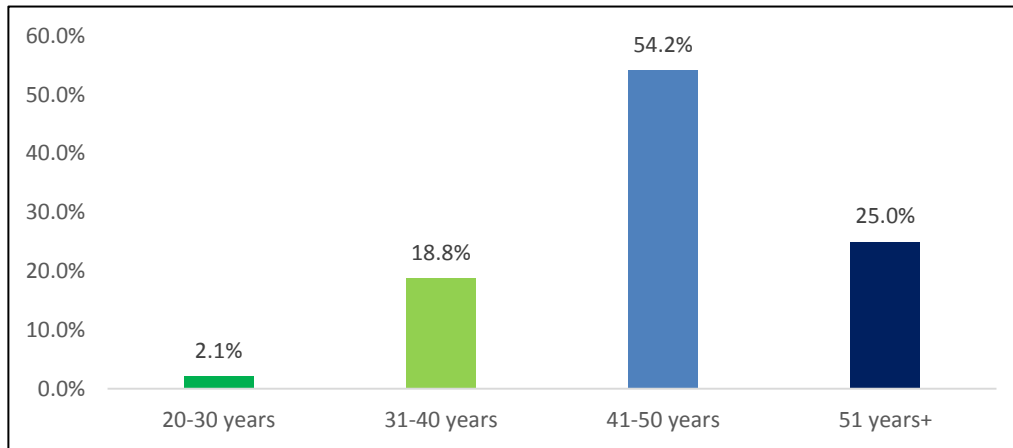
In terms of the age distribution of the participants, out of the total of 48 respondents, 1 (2.1%) is aged between 20-30 years. 9 (18,8%) respondents are aged between 31-40 years, 26 (54.2%) respondents are aged between 41-50 years and 12 (25.0%) respondents are aged 51 and above. This age distribution clearly indicates that 75% of participants were below the age of 50.

 Nkosi (2018) stated that South Africa has 38 million people of working age and over 15 million are not economically active. Those most affected by growing unemployment rate are women and young people (Nkosi, 2018). According to the Stats SA (2013) the average age is 25-31 generally in South Africa and in the world. They are younger because South Africa is a young population (Stats SA 2013). In Vhembe District Municipality 75% of the respondents are under the age of 50 and are in management positions, this is in line with the young people encouraging them to take leadership positions. In my opinion If 75% of the respondents are below the age of 50, it won't affect service delivery at work due to that fact that they will be having the necessary skills to work in the municipality.

3. What is your level of education?

Table 4.2.3 Education attainment level

Education	N	%
Diploma	8	16.7%
Degree	16	33.3%
Honours	11	22.9%
Masters	13	27.1%
Total	**48**	**100.0%**

Figure 4.2.3 Education attainment level
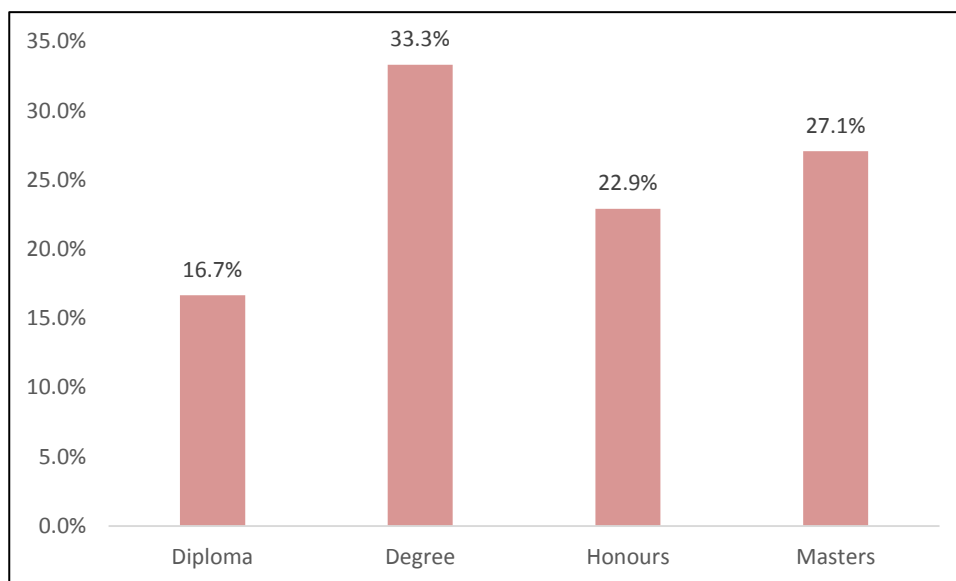
In terms of the education distribution of the participants out of the total of 48 respondents, 8 (16.7%) have a diploma, 16 (33.3%) have a degree, 11 (22.9%) have honours and 13 (27.1%) have masters. Most of the respondents are educated because the municipality takes education attainment very serious by providing training, workshops and bursaries for employees. Government is strict when appointing employees; you should be having the required qualification as stated in the advert.

According to the OECD (2008), human capital is defined as the knowledge, skills, competencies and other attributes embodied in individuals or groups of individuals acquired during their life and used to produce goods, services or ideas in market circumstances. A skill is a learned capacity to carry out pre-determined results often with the minimum outlay of time, energy or both. Skills can often be divided into domain-general and domain-specific skills. For example, in the domain of work, some general skills would includes time management, teamwork, leadership, self

motivation and others, whereas domain-specific skills would be useful only for certain job. Skills usually require certain environmental stimuli and situations to assess the level of skill being shown and used (Robbins and DeCenzo, 2008:225).

Documented reports in Maputo, the capital of Mozambique, reveal that immediately after the independence of that country in 1975, there were only 40 people with university degrees (Kayizzi-Mugerwa, 2003). The system had to transform and absorb indigenous people to serve in the public sector, as opposed to colonisers holding public office, both in politics and government administration. Skilled labour shortage became a challenge, forcing the public sector to be staffed with unskilled people without sufficient education or relevant qualifications, which contributed to inefficient service delivery. The few available skills were headhunted by the private sector, enticing skilled labour with salaries far exceeding government pay rates.

4. What is your working experience?

Table 4.2.4 Working experience of participants

Work Experience	N	%
< 2 years	0	0.0%
2-3 years	0	0.0%
4-5 years	12	25.0%
More than 5 years	36	75.0%
Total	**48**	**100.0%**

The working experiences of participants are shown in Table 4.2.4 and Figure 4.2.4 respectively. 36 (75.0%) of the respondents have more than 5 years working experience. Internships affect service delivery and community development because it increases the rate of unemployment because once you have completed your internship you become unemployed. After completing an internship programme, the youth struggles to find employment as the government demands more than 2 years working experience. As the country battles high unemployment, government has announced that it will no longer be a requisite for job seekers to have work experience when applying for entry level jobs (Nkosi, 2019). This is part of the strategy to address high youth unemployment. Government plans to change the

public service regulations to allow for no experience when it comes to recruitment in all entry level posts in public service.

4.3 Findings from Service Delivery Professionals (Survey data)

1. Are you involved in implementing service delivery?

Table 4.3.1 Involved in implementing service delivery.

Involved in implementing service delivery	N	%
Yes	48	100%
No	0	0.0%
Total	**48**	**100.0%**

Table 4.3.1 indicates that 48 (100%) of the respondents say they are involved in implementing service delivery, since the study required people with the knowledge and skills about service delivery. According to William (2016) governments at all levels play important roles in service delivery, regulating, facilitating and collaborating with other stakeholders and institutions. The role of municipal governance may involve some or all of the following: infrastructure provision and maintenance; environmental management; development control; land use management; community liaison; land leases and sales; and policy development. Service delivery professionals are involved by implementing these services to the people in the communities (William, 2016).

Administrative Managers

These questions were only asked to the ten administrative managers

2. Describe the role fulfilled by your directorate in service delivery initiatives?

Table 4.3.2

Responses	Frequency
Establishment of public partnership can allow horizontal cooperation between municipalities.	2
To sell municipal assets together with the transfer and responsibilities for the management of such service.	1
To monitor and evaluate performance of their respective directorate to ensure that the goal is achieved.	3
Municipal administration must therefore fulfil and promote the democratic and other administrative values and principles that are enshrined in the constitution.	1
Outsourcing work to contractors	1
Building an existing capacity. It is very important for municipality to building their already existing capacity and potential.	1
To enter into leaser and concession agreements.	1
Total	**10**

Since this question required inputs from the participants as to describe the role fulfilled by your directorate in service delivery initiatives 30% of the respondents responded that the management should monitor and evaluate the performance of their respective directorate to ensure that the goal is achieved whereas 20% indicated that the role fulfilled by the directorate is to make sure that they establish public partnership so that they can allow horizontal cooperation between municipalities and they can be able to benchmark with other municipalities.

The continuing challenge we face therefore, is one of ensuring that all municipalities develop the requisite capacity to translate those resources into instruments with which to confront problems of poverty and underdevelopment. The interventions must make positive impact on the way we meet such challenges as: public participation, programme management as well as creating conditions for sustainable service delivery and economic development (Mufamadi 2005, 1). This statement by the minister underscores the importance of service delivery at ministerial level. The monitoring of service delivery needs through effective governance and service administration is clearly crucial.

3. Describe the impact of policies, roles and regulations on the performance of the departments.

Table 4.3.3

Responses	Frequency
The policy must also encourage the economical, efficient and effective use of resources, the recycling of waste and other appropriate environmental objectives to be achieved.	3
The policies are destructive in nature because the municipalities tend to operate in an environment that is more secure, thus leading to them having at all times to satisfy the legislation/policies that rather than ensuring hat, the output of service delivery is at best.	4
The policies should also fully disclose the extend of subsidisation of tariffs for poor households and other categories of users. Policies should help exercise good governance at all times.	1
The policies should also fully disclose the extend of subsidisation of tariffs for poor households and other categories of users.	1
Some of the policies are vague and did not have much meaning and employees don't understand them.	1
Total	**10**

Table 4.3.3 represents the responses of the question on the impact of policies, roles and regulations on the performance of the departments. 30% of the respondents believed that policies must also encourage the economical, efficient and effective use of resources, the recycling of waste and other appropriate environmental objectives to be achieved. 40% of the respondents indicated that policies are destructive in nature because the municipalities tend to operate in an environment that is more secure, thus leading to them having at all times to satisfy the legislation/policies that rather than ensuring hat, the output of service delivery is at best.

According to Knoster, Villa and Thousand (2000) local government does not have to develop and implement local policies and strategies, but is also obliged to implement the policies adopted by other spheres of government. The main focus, though, is on the policies and strategies that are developed at a local level. Local governments initiate and have control over the policy conception and implementation phases in their municipalities. They can develop working models that match the local structure in the public and political arenas.

Policies and strategies often aim far and high – so high in fact that the aims may be out of reach. At an early stage in the policy-making process, one has to be aware of the resources needed for the implementation and of the maintenance of one's investments. You need not only funding, but also staff with the right competencies and the time to work on the project. If you are to succeed, you have to analyse and optimise the use of the resources available (Knoster, Villa and Thousand: 2000).

4 Describe the role of management in the success of the directorate's in implementing service delivery objectives.

Table 4.3.4

Responses	Frequency
To delegate authority and maintain accountability. To deal with outgoing and incoming communication.	1
To monitor disseminator of information and be a spokesperson in the group or a team.	1
To manage and direct efforts of others and refers to the performance of tasks through people to achieve a specific goal.	4
To come up with solutions and recommend mechanisms to address service delivery challenges.	3
To determine the availability of institutional capacity within the municipality.	1
Total	**10**

Table 4.3.4 represents the responses of the question on the role of management in the success of the directorate's in implementing service delivery objectives. 40% of the respondents believed that managers should manage and direct efforts of others and refer to performance of tasks through people to achieve a specific goal, they should also make use of the four management functions such as plan, organise, direct and control to avoid the delay of implementing service delivery initiatives. This will enable them to come up with solutions and recommend mechanisms to address service delivery challenges.

In the implementation of service delivery initiatives the persons to whom one delegates tasks have the necessary competencies (skills, knowledge and attributes) to perform those tasks. If they do not have the necessary competencies, they must at least have the potential to be trained to perform the tasks. In Vhembe District Municipality the administrative managers are well equipped as they always get necessary training through management workshops.

5. What methods are used to ensure maximum commitment from your team regarding service delivery targets?

Table 4.3.5

Responses	Frequency
One of the most important methods is to work as a team by providing stalls development programs for employees. The team should form part of their strategic planning of the institution.	2
The municipality always make use of individual performance management system, thus helps to improve.	2
Vhembe District Municipality can achieve a lot through collective effort from all staff, but this heavily reflects on continuous motivation from managers in every department.	1
They should be capacity building in terms of onward training and workshops for employees.	5
Total	**10**

Table 4.3.5 represents the responses of the question on the methods are used to ensure maximum commitment from your team regarding service delivery targets. 50% of the respondents believed that "the methods used to ensure maximum commitment was that capacity building should be implemented at all times and that they should be onward training and workshops for employees.

According to Beesley & Shebby (2010) capacity building can be defined straight forwardly as a process for strengthening the management and governance of an organization so that it can effectively achieve its objectives and fulfil its mission (Beesley & Shebby 2010).

In Vhembe District Municipality, many people enter the work force each year and need training to help them understand their specific roles within the municipality. The

present employees also need to be capacitated, mainly because the rapidly expanding technology and growth of new knowledge require continual retraining of experienced workers to perform new and changed tasks. The growth of this municipality in large, complex operations whose structures are continually changing make it necessary for managers, as well as employees, to be prepared for new and more demanding assignments – hence, service delivery within municipalities.

6. What are the biggest challenges you face as a manager in the department regarding service delivery targets and objectives?

Table 4.3.6

Responses	Frequency
The issue of power, authority and political environment within the municipality.	1
Project management skills shortage such as engineering information technology and project management. Shortage of skills is a big problem because it delays service delivery if we do not have enough to implement it then we cannot meet our objectives.	5
Policies have more limitations than advantages and these affects the institutions.	2
Local government environment itself is highly regularised and that tended to become a challenge itself, since department could not use initiate in doing what they thought would be best for the community at the time.	1
Managers account to the ultimate accounting officer and as a result we encounter challenges on a daily basis which becomes a hindering factor in executing respective tasks resulting in delay in the delivery of services to the community.	1
Total	10

Table 4.3.6 represents the responses of the question on the challenges faced as a manager in the department regarding service delivery targets and objectives. 50% of the respondents stated that project management skills shortage such as engineering information technology and project management. Shortage of skills is a big problem because it delays service delivery if we do not have enough to implement it then we cannot meet our objectives. 20% of the respondents indicated that policies are there but they have more limitations than advantages and these affects the institutions. Vhembe District Municipality should employ more people with project management skills such as engineering information technology and project management.

10% of the respondents indicated that the issue of power; authority and political environment affect service delivery programmes. Maserumule (2007) viewed the politics–administration interference as being caused by the lack of relationship between the elected and appointed officials and their endeavours to provide services to the citizens. He stressed that those officials must find a point of convergence whereby they work together as a team to administrate and manage municipal affairs and make certain that there is provision of services to all citizens. Mafunisa (2003) emphasised that political interference in administration would erode the opportunity of efficiency administration hence policymaking activities ought to be wholly separated from administration functions and that administrators had to have explicit objectives before they could begin to develop an efficient administrative function.

Political connections are considered as a very important factor influencing the ways public institutions perform (Fan, Wong, & Zhang, 2007), which also affect public sector employment decisions. In contrast, Napier (2018) argued that the separation of powers in the public sector, particularly in local government, has been largely overlooked in literature. The political bureaucratic model presents arguments that the elected office-bearers have a mandate to manage and control the public service. This means that there is no difference between politics and administration and between party and state.

Moreover, Koma and Modumo (2016) argued that administrative components in local government should be free from politicisation because services in municipalities should be equitably rendered and not furnished only to individuals who have a

partisan interest. The appointment of politicians in senior bureaucratic positions such as senior management and general management, is viewed as a means of controlling bureaucrats and civil service such as senior management and general management, is viewed as a means of controlling bureaucrats and civil service.

According to South African Law Reform Commission (2019:20) COGTA has not impugned all regulatory requirements applicable to local government; only those that are burdensome. It is therefore necessary to establish right at the outset what constitutes a 'burdensome obligation' or burdensome regulatory, compliance or reporting obligations. The New South Wales' Independent Pricing and Regulatory Tribunal (IPART) which, like the Commission, was tasked with the whole-of government review of the regulatory, compliance and reporting burdens imposed on councils through legislation,70 has proposed the following useful criteria: 'A regulatory obligation typically imposes costs on the regulated entity to comply with the regulation and achieve its objectives.

If the benefits of the particular obligation exceed these costs it may be justified. However, regulation that is poorly designed or implemented can impose unnecessary and excessive costs on those being regulated. These excessive costs or burdens are the focus of this review. In considering whether a regulatory obligation is a burden for local government we assessed whether it is excessive, inefficient or unnecessary' (South African Law Reform Commission (2019:20).

10% of the respondents indicated that they account to the ultimate accounting officer and as a result we encounter challenges on a daily basis which becomes a hindering factor in executing respective tasks resulting in delay in the delivery of services to the community because the accounting officer is responsible in the financial management of the whole municipality. According to the Local Government Municipal Finance Management ACT 56 OF 2003 all senior managers who are responsible for managing the respective votes of the municipality and to whom powers and duties for this purpose have been delegated in terms of section 79; and any other senior officials designated by the accounting officer. The top management must assist the accounting officer in managing and coordinating the financial administration of the municipality.

Each senior manager of a municipality and each official of a municipality exercising financial management responsibilities must take all reasonable steps within their respective areas of responsibility to ensure- (a) that the system of financial management and internal control established for the municipality is carried out diligently; (b) that the financial and other resources of the municipality are utilised effectively, efficiently, economically and transparently; (c) that any unauthorised, irregular or fruitless and wasteful expenditure and any other losses are prevented; (d) that all revenue due to the municipality is collected; (e) that the assets and liabilities of the municipality are managed effectively and that assets are safeguarded and maintained to the extent necessary; (f) that all information required by the accounting officer for compliance with the provisions of this Act is timeously submitted to the accounting officer; and (g) that the provisions of this Act, to the extent applicable to that senior manager or official, including any delegations in terms of section 79, are complied with.

7. Can you describe what makes an effective manager in a municipal environment?

Table 4.3.7

Responses	Frequency
A manager must be able to respond to the needs of people. A manager must establish clear channels of communication with local community on how the municipality is managed.	1
A manager must be able to inform local communities about the services which they are entitled to receive.	1
Hardworking person because we always deal with incoming and outgoing communication.	1
A manager must be dedicated to his/her work in order to serve with pride and be able to take accountability	1
A manager must make sure that the administration is equipped to implement the municipality IDP that operates in accordance with the municipal performance	4

management system and is responsible to the need of local community.	
A manager must be able to build capacity for community participation because it is important that municipal councillors and the staff have the skills to facilitate community participation.	2
Total	**10**

Table 4.3.7 represents the responses of the question on what makes an effective manager in a municipal environment. 40% of the respondents indicated that a manager must make sure that the administration is equipped to implement the municipality IDP that operates in accordance with the municipal performance management system and is responsible to the need of local community. 20% of the respondents described an effective manager as a manager must be able to build capacity for community participation because it is important that municipal councillors and the staff have the skills to facilitate community participation.

The concept of integrated development planning was introduced in South Africa during 1990s to facilitate the change process in planning. First, the change process encouraged a move away from technocratic blueprint approach to participatory planning. Secondly, the change process intended to shift from land and infrastructure focused planning to people-centred planning approach.

In 1996 the integrated development planning was adopted as a major local planning tool to facilitate the implementation of socio-economic policy at local level in South Africa. The tool was further institutionalized in a number of legal and policy documents such as: The White Paper on Local Government of 1998; Local Government Structures Act, 1998; and Local Government Systems Act, 2000.

The Department of Provincial and Local Government (DPLG) explains integrated development planning as:

"Participatory approach to integrated economic, sectorial, spatial, social, institutional, environmental and the fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and the empowerment of poor and the marginalized". (DPLG, 2000:15).

8. What are the most values and ethics for improved performance in the organization?

Table 4.3.8

Responses	Frequency
In order for the performance of the organisation to improve workload make sure of Batho Pele Principles.	2
There must be value for money in whatever we deliver.	2
The provision of services to local communities must be in a sustainable manner because it is also a constitutional imperative for all municipal governments.	1
The integration of municipal services requires specifically that each municipality should into account the economic and social impact of service provision in relation to overall municipal policy objectives such as poverty eradication and job creation.	1
All communities should have access to at least a minimum level of services. This is not a goal but a constitutional obligation. There are many imbalances that still exist regarding equal access to services should be addressed through the development of new infrastructure and the rehabilitation and upgrading of existing infrastructure.	1
Total	**7**

Figure 4.3.8
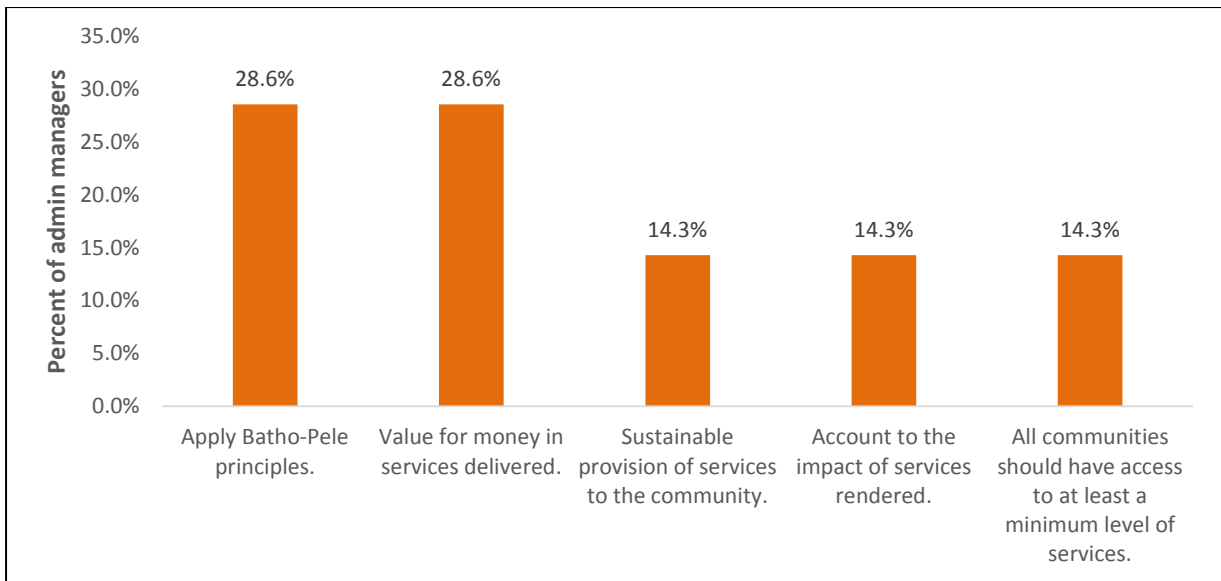
Table 4.3.8 and figure 4.3.8 represents the responses of the question on values and ethics for improved performance in the organization. 2 (28,6%) of the respondents indicated that to improve performance Batho Pele principles should be applied and that they should be value for money in services delivered. Vhembe District Municipality employees should always apply Batho Pele principles at all times.

In Arries' (2008:42) view, the underlying belief that captures the *Batho Pele* culture is one of belonging, caring and service. In so doing, public service needs to be transformed by a vision which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of clients. This philosophy requires that all governmental departments render public services that resonate with the Human Development Indicators for development.

Batho Pele, in itself, is a government initiative to provide citizens with quality services in every area. However, Tsepo, Conny and Mabel (2007:1-4) note that there have been complaints by citizens that many government departments are not delivering services to the public as prescribed by the Constitution and the White Paper on Transforming of Public Service Delivery. The xenophobic attacks which took place in May 2008, Steenkamp (2009:439-447) explains, are a result of dissatisfaction, intolerance and antagonism or a signal to the government to do better in terms of delivering services. Certainly at the heart of this violence lies socio-economic deprivation.

According to Ngidi (2012:23) stated that courtesy is not being polite to customers, but being friendly, helpful and treating everyone with dignity and respect. We should write down a code of conduct and we should train and assess our staff in customer care. Our managers should monitor the relationship between front line staff and customers and help staff to give a warm and friendly service to everyone(Ngidi 2012:23).

Ward Councillors

These questions were only asked to the ten ward councillors.

9. How is the community made aware of the institutional policies, legislation for implementing of projects in their respective areas?

Table 4.3.9

Responses	Frequency
Through mayoral imbizos.	3
Through public participation meeetings.	3
During consultative meetings or IDP forums communities are told on the institutional policies and legislations for implementation of projects in their respective areas.	2
Civic and Sanco meetings.	2
Total	**10**

Table 4.3.9 illustrate that communities are made aware of the institutional policies through imbizos and public participation meetings. According to Buccus et al. (2007:19) "izimbizo are the most common mechanism through which ordinary citizens experience public participation." Carrim (2001:14) asserts that the Municipal Systems Act of 2000 requires municipalities to "develop a culture of governance that complements formal representative government with a system of participatory governance".

According to Hartslief (2008:138), etymologically, *"imbizo"* derives its origin from the Zulu language, meaning "gathering". According to Buccus et al. (2007:44), the term *'izimbizo'* has always been part and parcel of South Africans 'language and culture. It has formed part of the African indigenous knowledge for many years and carries the traditional association of a gathering. In principle 'izimbizo':

- ❖ Strengthen the relationship between the state and citizens.
- ❖ Instil civilism and people-centred governance.
- ❖ Are intended to provide members of the public with opportunities to receive direct communication about government programmes; and hold government leaders accountable for service delivery.

Buccus et al (2007), cited in Mubangizi (2011:216), acknowledge that while 'izimbizo' attract large numbers of the community, they do not necessarily translate into meaningful participation. As such good organisation and a strong political will are required to change an 'imbizo' from a social event into a participatory one. If this is not properly articulated, 'izimbizo' may suffer from irregularities because they provide little opportunities for meaningful input and lack continuity or follow-ups. Since humanity began to cluster together to form communities there has been a need to satisfy its collective needs. Cloete (1989:2) and Cloete (1993:4) note that the ancient Greeks and Romans were some of the first civilisations to establish cities and what are today referred to as municipalities, while South Africa started such gatherings in Cape Town after 1652.

10. How frequent do ward councillors hold meetings with communities regarding the progress of their respective project in their respective wards?

Table 4.3.10

Theme	Frequency
Quarterly	10
Total	**10**

Table 4.3.10 illustrate that ward councillors hold meetings with communities once per quarter. Communication is done through sms, email and notice just like any other

municipalities and it does not affect service delivery as there is special council meetings and urgent special council meetings.

The Local Government Municipal Systems Act (2000) directs that the council of municipality must have ordinary council meetings at least four times a year. A reasonable expectation would be that the council would have a meeting at least once a quarter and the meetings, among others, would consider quarterly reports. The reports would then form basis of community meetings than could be done on a quarterly basis. These meetings would be used as tools and content for public participation in that communities would be afforded a chance to get information and give suggestions where the municipality is experiencing service delivery challenges (Local Government Municipal Systems Act 2000).

The South African Handbook on Community Development Workers (DPSA, 2007) indicates that despite efforts to decentralise through the three spheres of democratic government, with each sphere in its own way striving to be responsive, it still remains a challenge for communities to communicate effectively with their elected representatives and government officials. In his State of the Nation Address on 14 February 2003 President Thabo Mbeki identified the need for a new public service stratum of multi-skilled community development workers to establish community development workers as ordinary workers, playing a crucial role in deepening democracy to enable communities to shape government service delivery to meet their needs and to empower communities to make more effective use of existing government services.

11. What are the perceptions of the communities on delivery of their needs in time?

Table 4.3.11

Responses	Frequency
Responsive service delivery - communities are concerned with the issues of responsiveness from their service providers.	4
There should be communication at all times to avoid service delivery protests.	2
Communities feel that the municipality is lacking in terms of delivery of service.	1

The issue of access is very important because communities should get into contact with their service providers.	1
Communities should have set of standards which they expect the municipality to follow.	1
Immediately after the elections concluded, communities start expecting houses to be built and water and sanitation to be provided.	1
Total	**10**

Table 4.3.11 and represents the responses of the question on perceptions of the communities on delivery of their needs in time. 40% of the respondents believed that there is lack of prompt responsiveness from service providers and 20% stated that they should be proper communication at all times to avoid protests. According to Commins (2007) community participation also affects public sector accountability at local, regional and national levels.

Widespread evidence shows that services are failing poor people in a large number of countries with negative impacts on human development outcomes. One key point is that the failure of services is not just technical, it is the result of the lack of accountability of public, private and non-profit organisations to poor people.

Through understanding the importance of the connections between participation, accountability and service delivery, as well as different aspects of context, experiences in community participation, is necessary. There are important connections between community participation and the key goals of allocative efficiency, technical efficiency, and improved mechanisms of accountability. Effective forms of community participation can create opportunities for more downward accountability and thus reduce the accountability gap between citizens and policymakers.

Donors and international NGOs often substitute various short route mechanisms instead of investing in public systems or the sustainability of services in situations of weak governments, or humanitarian crises. Too great an emphasis on 'community participation' may idealise the internal coherence and solidarity in communities and miss the essential tasks of supporting effective public institutions. While there is no one 'right path' to how services should be delivered or ways in which community

participation can be strengthened, lessons from experience can guide policymakers and civic organizations (Commins,2007).

12. Can you describe the management responsibility in monitoring progress in the implementation of projects in communities?

Table 4.3.12

Responses	Frequency
The management should be able to provide reports about service delivery issues.	1
The management is responsible in arranging, meets with the council and traditional leaders to give or provide them with progress reports.	4
Physical and financial monitoring such as measuring progress of project activities, established schedules and indicators of success.	4
As councillors we are entrusted with policy making functions, monitoring and evaluation of the performance of officials to ensure that every policy deliberations translate into delivery of service to the intended recipients.	1
Total	**10**

Table 4.3.12 represents the responses of the question on the management responsibility in monitoring progress in the implementation of projects in communities. 40% of the respondents believed that the management is responsible in monitoring progress of projects by writing progress reports and also by providing progress reports to stakeholders. 40% of the respondents also stated that the municipality should ensure that physical and financial monitoring such as measuring progress of project activities, established schedules and indicators of success.

13. Can you describe the role of ward councillors in the administrative processes?

Table 4.3.13

Responses	Frequency
To participate in IDP planning process.	3
To help monitor the performance of the municipality.	1
To encourage involvement of the community and represent the people in the municipality.	5
To exercise the municipality executive and legislation authority and the use of resources of the municipality in	1

the best interest of the municipality.	
Total	**10**

Table 4.3.13 represents the role of ward councillors in the administrative process. 30% of the respondents indicated that councillors always interact with the IDP process at a later stage when it has been drafted by the administration whereas 50% of the respondents indicated that their role is to encourage involvement of the community and represent the people in the municipality in terms of their needs.

The White Paper on Local Government (1998) describes integrated development planning as a process through which a municipality prepares and establishes a short, medium and long-term development plan. Integrated development planning, therefore, should be considered as the major tool of local planning because it helps local governments to match resources with priority objectives as well as improve coordination.

It has been noted that many South African local authorities have been preparing and planning municipal Integrated Development Plans (IDPs) in order to comply with the policy and legal requirements. However, there are various concerns with regard to the planning process of Integrated Development Plan (IDP), *inter alia*: the tendency of technocratic (top-down) approach; questions of citizen engagement in the Integrated Development Plan (IDP) process in terms of need identification and prioritisations; and poor integration between municipalities and sector departments (Pieterse, 2008).

Ward committees have come to be identified as prominent channels for communication through which communities inform municipal councils about their needs, expectations and problems. Naidu (2008:86) thinks that the present structure and form of ward committees in South Africa is dysfunctional and that it has undermined the role participation plays within the municipal structure.

According to Local Government Municipal Structures Act (1998) ward committees are the vehicles through which the notions of a participatory democracy and a respective democracy as outlined in Section 152 of the Constitution becomes a

reality. A ward committee may make recommendations or any other matter affecting its ward to the ward councillor or through the ward councillor. Councils have discretion as to whether or not they want to establish ward committees. Where ward committees are established, the principles of ward participatory democracies apply Local Government Municipal Structures Act (1998).

Most of the ward councillors understand the roles in the administrative process because 50% of the respondents indicated that their role is to encourage involvement of the community and represent the people in the municipality in terms of their needs and this is in line with the Municipal Systems Act.

4.4 Qualitative findings and discussions

Traditional Leaders

These questions were only asked to the ten traditional leaders.

1. What are the roles of traditional leaders in the municipality on service delivery initiatives?

Table 4.4.1

Theme	Frequency
To control over the dispersion of tribal authority or communal land, secures their political and economic influence with their areas of jurisdiction.	1
To take into consideration the problems and issues faced by the communities and advise on the needs and aspirations of the people for when they are responsible.	3
Traditional leaders should monitor and review projects.	1
To provide a mechanism through which conflicts about local issues can be resolved.	1
To ensure identification of priorities and resource allocation.	1
To promote and preserve the culture and tradition of communities.	1
To promote social cohesiveness of communities.	1
To ensure policy development so as to share and guide service delivery.	1
Total	**10**

In responding to the question on the roles of traditional leaders on service delivery initiatives in Vhembe District Municipality, different views were expressed by participants. 3 (30%) of the respondents indicated that they role is to take into consideration the problems and issues faced by the communities and advise on the needs and aspirations of the people for when they are responsible. This clearly shows that 7 (70%) of the respondents understands their roles in a different way.

According to the South African Constitution (1996) the role of traditional leaders has been viewed as an anomaly in the post–apartheid democratic political dispensation. Their presence cannot be denied. A large percentage of particularly rural communities accept their existence and their authority within the context of tribal traditional government and justice. Initiatives have been launched to integrate their existence and continued influence into the current political system. A point of departure has been their description in chapter 12 of the South African Constitution (Act 108 of 1996). Various political and community leaders have expressed their support for the system of traditional leaders as a binding factor in preserving the traditions of the various indigenous peoples of South Africa.

Chapter 12 Section 112 of the Constitution of the Republic of South Africa, 1996 Act 108 of 1996 states that, "The institution, status and role of traditional leadership, according to customary law, is recognised, subject to the Constitution (SA Constitution: 1996). A traditional authority that observes a system of customary law may function subject to any applicable legislation and customs, which includes amendments to, or repeal of, that legislation or those customs (SA Constitution: 1996). The courts must apply customary law when that also is applicable, subject to the Constitution and any legislation that specifically deals with customary law" (SA Constitution, 1996).

The Municipal Systems Act (2000) seeks to address the situation of traditional leaders in that it is very clear that municipalities must develop a culture of municipal governance that complements formal representative government with a system of participatory governance (Municipal Systems Act 2000).

2. How do traditional leaders communicate with the council to the administrative level
   of the institution?

Table 4.4.2

Responses	Frequency
Traditional leaders communicate with the council to the administrative level during council meetings.	10
Total	**10**

Responses on the question of how traditional leaders communicate with the council shows that 10 (100%) of the respondents indicated that the council communicates with them during council meetings which they usually have every quarter. This will also allow the municipality to have time to implement service delivery initiatives and provide proper documentation to the traditional leaders.

3. What is the operational structure of the municipality regarding service delivery
   implementation process? How is it determined?

Table 4.4.3

Responses	Frequency
To deliver services to the communities. The implementation is done through IDP representative forums and imbizos.	5
The municipality should be able to deliver services to the people to improve their conditions. It can be determined by identifying the people who are in poverty.	1
The operational structure of the municipality is based on legislations which are passed by the local governments and as leaders we have to follow it. Everyone must participate in the IDP process.	4
Total	**10**

The statements above require the respondent's view on the operational structure of the municipality regarding service delivery implementation process and how it determined is. 4 (40%) of the respondents indicated that the operational structure of the municipality is based on legislations which are passed by the local governments

and as leaders we have to follow it. Everyone must participate in the IDP process. 5 (50%) indicated that the operational structure is determined during IDP forums, imbizos and public participation.

4. What strategies, interventions, and tools would you recommend for the sustained and improved service delivery?

Table 4.4.4

Responses	Frequency
IDP and SDBIP should be amended.	4
Budget should be adjusted in order to improve service delivery.	2
IDP representative forums should be held regularly to improve service delivery.	1
There should be flexibility on the systems utilized.	1
IDP representative forums should be held regularly to improve service delivery.	1
There should be interaction with communities through public participation not only once a year but it must be based on the needs of the people.	1
Total	**10**

As part of service delivery initiatives they are strategies, interventions and tools that traditional leaders recommend for the sustained and improved service delivery initiatives within the municipality. 4 (40%) of the respondents indicated that the IDP should be amended whereas 2 (20%) of the respondents stated that the budget should be adjusted to be able to accommodate other projects. In order to improve service delivery in the municipality, IDP should always be amended because communities always make changes during IDP forum meetings.

5. How service delivery integration process is interfaced among service delivery departments?

Table 4.4.5

Responses	Frequency
Directors of the departments engage constantly with the councillors with regard to the reports and other relevant information.	1
Traditional leaders often meet with directors to discuss service delivery issues.	1
Directors of the departments need to engage with the councillors with regard to the reports.	1
We often meet with representative directors as heads of departments where portfolio councillors are situated.	1
Service delivery departments provide progress reports with their departments during management meetings.	6
Total	**10**

Table 4.4.5 illustrates how service delivery integration process is interfaced among service delivery departments.Responses to this statement show that 6 (60%) of the respondents stated that service delivery departments provide progress reports with their departments during management meetings and Proposal and progress reports should be done every month so that councillors, traditional leaders can review that before they present them to the communities.

6. What is the perception of administrative officials and communities on the oversight function of council? Based on recent surveys.

Table 4.4.6

Responses	Frequency
Batho Pele Principles be taken into consideration therefore communities will have the set of standards which they expect the municipality to follow.	4
The administrative officials are warned about what is happening in the communities because the communities should determine their own needs.	1
Administrative officials are very sustained by community perceptions.	1
The accuracy of this perception is not always tested or confirmed, so there are minimal chances where there is a review of oversight role by councillors.	1

Responses	Frequency
Administrative officials are very sustained by community perceptions because on their own they feel like they are doing all they can to ensure that communities become the centre of services in the municipality.	3
Total	**10**

Responses to this statement show that 4 (40%) of the respondents responded that Batho Pele principles should be taken into consideration to ensure the oversight function of council and 3 (30%) of the respondents indicated that the administrative officers are very sustained by community perceptions because on their own they feel like they are doing all they can to ensure that communities become the centre of services in the municipality.

7. What recommendations do you have for future efforts in improving service delivery condition in the municipality?

Table 4.4.7

Responses	**Frequency**
It is therefore very unlikely that an individualistic approach can achieve the desired outcomes; this therefore needs a collective effort by all the people in the public administration of the municipality.	1
Municipal policies must be reviewed annually to ensure that they are fit for purpose and user friendly. Also to avoid that policies are hindering the optimum service delivery.	2
The institutional culture must be revisited to ensure that it is performance driven.	1
Ethical consideration must be in the centre of administrative activities at all times. This will assist in preventing the unethical conducts such as fraud and corruption.	1
Administrative managers must be given an opportunity to be innovative in their respective functions.	1
Both political and administrative leadership should ensure that political interference is reduced at the administrative level in order to ensure that administrative managers execute their task with confidence.	1
To introduce some administrative training in order for them to understand the administrative operations of the service departments.	1

Ward councillors must ensure that there is frequent interaction with the community member they represent in council in the form of ward meetings, so that they should give feedback.	1
Both political and administrative managers should ensure that political interference is reduced at the administrative level.	1
Total	**10**

Table 4.4.7 indicates the participant's views on the recommendations to improve service delivery initiatives. 2 (20%) of the respondents indicated that municipal policies must be reviewed annually to ensure that they are fit for purpose and user friendly and also to avoid that policies are hindering the optimum service delivery. 7 (70%) of the respondents stated their different views on how the municipal can improve service delivery.

A policy, strategy or project may fail or be delayed if it does not respond to the needs and priorities defined by the citizens. Even ambitious policies and the best of projects can be hard to implement if they are not understood and accepted by the affected citizens and other stakeholders. The needs of a community are not self-evident. Services may be provided and still not fulfil the requirements of the users.

Policies and strategies are often adopted at different levels in municipalities; some in political committees, and some in the City Council. This may cause conflicts and delays in the execution of projects that have to respond to these different priorities. Strategic policies need to be adopted at the highest level. Avoid conflicting policies or at least demand coordination/ prioritisation. A formal process is needed to rationalise conflicting priorities. The allocation of your resources is an expression of your priorities. It is necessary to explain why compromises are needed (Knoster, Villa and Thousand: 2000).

4.5. Summary

This chapter presented the results of the research for the study which included the quantitative data by means of administering a questionnaire to 48 respondents such as councillors, administrative managers and municipal employees such as IDP,

PMS, LED, CDOs and internal auditors. The second layer of the research is the presentation of qualitative data through interviews with 10 traditional leaders. All this information formed the basis for discussions, interpretation, findings and recommendations for chapter 5.

In terms of the role of management in implementing service delivery initiatives managers should manage and direct efforts of others and refer to performance of tasks through people to achieve a specific goal, they should also make use of the four management functions such as plan, organise, direct and control to avoid the delay of implementing service delivery initiatives. This will enable them to come up with solutions and recommend mechanisms to address service delivery challenges.

Ward councillors indicated that their role in implementing service delivery is to interact with the IDP process at a later stage when it has been drafted by the administration and some indicated that their role is to encourage involvement of the community and represent the people in the municipality in terms of their needs.

Traditional leaders indicated that they role is to take into consideration the problems and issues faced by the communities and advise on the needs and aspirations of the people for when they are responsible. This clearly shows that 7 (70%) of the respondents understand their roles in a different way.

In order to improve performance in the organization Batho Pele principles should be applied and that they should be value for money in services delivered. Vhembe District Municipality employees should always apply Batho Pele principles at all times to avoid poor service delivery. The municipality should use capacity building as a method to ensure maximum commitment to ensure maximum commitment and that they should be onward training and workshops for employees.

Ward councillors hold meetings with communities once per quarter. Communication is done through sms, email and notice just like any other municipalities and it does not affect service delivery as there is special council meetings and urgent special council meetings. Traditional leaders communicate with the council during council meetings which they usually have every quarter. This will also allow the municipality

to have time to implement service delivery initiatives and provide proper documentation to the traditional leaders.

Service delivery departments provides progress reports with their departments during management meetings and Proposal and progress reports should be done every month so that councillors, traditional leaders can review that before they present them to the communities.

As part of service delivery initiatives they are strategies, interventions and tools that traditional leaders recommend for the sustained and improved service delivery initiatives within the municipality. IDP and SDBIP should be amended In order to improve service delivery in the municipality because communities always make changes during IDP forum meetings. Municipal policies must be reviewed annually to ensure that they are fit for purpose and user friendly and also to avoid that policies are hindering the optimum service delivery.

A policy, strategy or project may fail or be delayed if it does not respond to the needs and priorities defined by the citizens. Even ambitious policies and the best of projects can be hard to implement if they are not understood and accepted by the affected citizens and other stakeholders. The needs of a community are not self-evident. Services may be provided and still not fulfil the requirements of the users.

CHAPTER 5

5. CONCLUSION AND RECOMMENDATIONS

5.1. Conclusion

This chapter provides a summary of results of the study, their analysis, findings, conclusions and recommendations, which have been synthesized from the results of the interview survey and questionnaires. The discussion is presented, respectively, in response to all research questions posed in chapter one. The results of the study as they were presented in chapter four are also going to be discussed. The aim of this study was to explore the role of management in implementing service delivery initiatives for community development. The chapter seeks to present the summary of the findings from the investigation of the role of management in implementing service delivery initiatives for community development in Vhembe District Municipality, Limpopo Province. This chapter serves two purposes which are (a) to give concluding remarks regarding the research processes (sampling, fieldwork, data capturing and analysis) and (b) provide recommendations, to future research.

From the literature review it was noted that local government is generally an administrative level of government – the level responsible for public service delivery and putting government decisions into effect. In South Africa local government is the third sphere of government, alongside the national and provincial government. According to the Constitution of South Africa, these exist in a co-operative arrangement – each sphere having its distinct identity, yet in collaboration with other spheres in a manner that aligns policies and programmes. In this regard, Section 40 (1) of the Constitution of the Republic of South Africa of 1996 stipulates that government is constituted as national, provincial and local, which are distinctive, interdependent and interrelated. In this context, the distinctive role of local government in South Africa is service delivery to communities.

In the same vein, Chapter 4 of the *Municipal Systems Act,* 32 of 2000 emphasises this reality by establishing ward committees in all ward levels across all local municipalities. Thus, as the then Minister for Provincial and Local Government, Mr. Mafumadi, reiterated, ward committees play a critical role of ensuring the necessary

contact between the people and government institutions in the course of service delivery. The White Paper on Local Government (RSA 1998), which establishes the principle of 'developmental local government', calls for changes in the way municipalities function. This service provision edge of local government sphere in South Africa is further reiterated in numbers of other legislative framework, both at the national level as well as the provincial and local level. However, as shown in the preceding chapters, these administrative levels in South Africa are in a coexistence known as 'co-operative governance' – which ensures that each sphere is distinct, interrelated and interdependent.

Chapter 2 also noted the evolution of service delivery and local governance in South Africa. Following several scholars, the chapter noted that local governance and service delivery that existed prior to 1994 was racially skewed – with 'white only' areas serviced more efficiently than places where other racial groups resided. Scholars like Dubow and Jeeves (2005: 49) argue that social services also existed only for whites. This racially skewed service delivery pattern created a system of dual cities – or a tale of two cities in one – with one part of the city well-serviced and well-functioning, with the other almost in ruins. This was true for the country as a whole, is such a way that when the new government came to power in 1994 there was an enormous task of redressing these imbalances. Hence the implementation of all the redistributive policy frameworks alluded to above.

With the dawn of democracy in 1994, the government of South Africa under the leadership of the ANC strove with the best intentions to devolve administrative powers to include provincial and municipal leaders. In essence what the ANC government attempted to do was to reform local governance, by creating a wall-to-wall municipal system that incorporated areas that previously belonged to different jurisdictions into one municipal authority (Stanton, 2009: 6). By 2000 there existed, after a long process of local governance reform, three types of municipal systems – metropolitan, district and local municipalities. In addition, other measures were also put in place to enhance service delivery and make sure that the new local government system would meet its developmental objectives. For example, in 2007 the Public Administration Leadership and Management Academy was formed to support the capacity building of public servants. Through various means the

government aimed at an inclusive approach of service delivery – bringing business (through Corporate Social Responsibility), civil society and government together in service provision.

In 2003, the government enacted the blueprint of service delivery, the *Batho Pele* principles. The *Batho Pele* principles are essentially principles of good public governance – mandating the street-level bureaucracy to provide efficient, effective, responsive and service of good quality to citizens. It was an attempt by the South African government of domesticating the New Public Management principles and ensuring a people-centric public service, in the wake of years of poor services.

However, many scholars have voiced their dissatisfaction of post-1994 public service. The criticism has really been on the quality of service *viz a viz* the commitment and promise made by the ANC pre-1994. Other scholars have suggested that poor service delivery in post-1994 administrations has been caused, among other things, by endemic corruption and patronage. Ramphele (2012) investigated such challenges in the health sector, and concluded that because the ANC had dual mandates, to cater for the general public as well as to give its cadres jobs, it resorted to deployment of card-carrying members to crucial positions, some of whom did not have requisite qualifications to hold such posts. As a result this crippled many sectors of governance.

Accordingly, health, education and social development sectors have been undermined by inappropriate policies, ineffective leadership and management, as well as political bargaining within the governing party's tripartite alliance (Ramphele, 2012:124). No matter what the reality has been, Gray and Mitchell (2007) cited in Mubangizi and Gray (2011:212) contend that major problems in service delivery have included: lack of service delivery capacity and resources, inadequate human resources, widespread corruption, as well as unstandardized service provision – evidenced by an expansive rate of service delivery protests throughout the country.

As such, many have argued that while South Africa has a comprehensive legislative framework governing service delivery, multi-dimensional obstacles continue to provide opportunities for unethical conduct which hinders implementation of

effective, efficient and economic service delivery. Despite laws, regulations and performance management appraisals in the public sector, challenges still remain and people continue to fight for their lives. This picture has been exacerbated by fluid municipal boundaries which have left many local governments confused and inefficient.

In light of the findings of this research and the literature on service delivery, it is evident that the role to be fulfilled by both the political management and administrative is crucial in the implementation of the service delivery initiatives. And for the achievement of the service delivery objectives, there must be the desire to do more at the municipal level. The study revealed the lack of intensive processes to address the challenges in a more systematic manner. Local government is the cornerstone of service delivery hence there must be the strong leadership ability to drive the service delivery processes.

Given that there is still a great number of South Africans who are poor, service delivery is envisioned to alleviate poverty in post-1994 South Africa by considering that: decentralisations and participation can reinforce historical distributions of privileges; community ownership is neither a necessary nor a sufficient condition for effective service delivery to individuals in rural communities; when managed well private outsourcing can benefit the poor; and that the abolition of user fees is often not the best way to ensure access to basic services. However, due to the constant re-demarcation of municipal boundaries in a bid to render effective service delivery, this study contends that with no effective means of tracking services delivered and the perceptions of the recipients towards such services municipalities may continue with delivering unresponsive and unreliable services.

5.2 Recommendations

The recommendations in this study are based on the findings in chapter four of the present study and the literature review in chapter two. The recommendations made in this section are linked to the information acquired with a view to fulfilling the objectives of the study. The results of the empirical findings led to recommendations

that are made with the view of assisting the municipality to improve in their service delivery initiatives.

The following are the recommendations of the research:

- ❖ Both the political and administrative management should ensure that political interference is reduced at the administrative level, in order to ensure the administrative managers execute their task with confidence. It is therefore very unlikely that an individualistic approach can achieve the desired outcomes; this therefore needs a collective effort by all in the public administration of the municipality.

- ❖ Administrative managers are to be allowed an opportunity to be innovative in their respective functions. Training and development is to form part of the development process in order to allow the continuous development of managers to be innovative in their day to day duties.

- ❖ The institutional culture must be revisited to ensure that it is performance driven and ethical consideration must be in the centre of administrative activities at all the times. This will assist in preventing the unethical conducts such as fraud and corruption, etc.

- ❖ Municipal policies must be reviewed annually to ensure that they are "fit for purpose" and user friendly, also to avoid that the policies are hindering the optimum service delivery. This is in the form of long chain processes at times unnecessary and red tape.

- ❖ Introduce some administrative training in order for them to understand the administrative operations of the service departments. Each department in the municipality must be able to do their own customized project planning and conduct their respective monitoring and evaluation accordingly to measure the delivery progress.

❖ Ward councillors are to ensure there is frequent interaction with the community members they represent in council in the form of ward meetings, this in order to give feedback.

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ANNEXURE A: APPROVAL LETTER FROM THE UNIVERSITY OF LIMPOPO

University of Limpopo
Private Bag X1106, Sovenga, 0727, South Africa
Tel: (015) 268 4245, Fax: (015) 290 2852, Email:mnqobi.njoko@ul.ac.za

MASTER OF DEVELOPMENT PROGRAMME

To	:	**To Whom It May Concern**
To	:	To Whom It May Concern
From	:	**Mr MB Njoko** **(Acting Programme Manager MDEV)**
Date	:	**05 July 2019**
Subject	:	**REQUEST FOR PERMISSION TO COLLECT DATA FOR RESEARCH PURPOSE**

Dear Sir/Madam
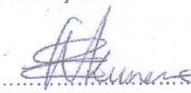
This serves to confirm that **Ms HM Mbulaheni (201832123)** is registered as a part-time student at **Turfloop Graduate School of Leadership (TGSL)**, in **Master of Development in Planning and Management Programme (MDEV)**.

She is currently conducting research for her mini-dissertation. As part of the requirements to complete her mini dissertation, she need to collect data in line with his research topic

The title of her dissertation is: **"The role of Management in Implementing Service delivery initiatives for Community development in Vhembe District Municipality, Limpopo Province."**

Any assistance you can offer to the student will be most appreciated.

Thank you.

P.P ....

Mr MB Njoko

2019 -07- 0 3
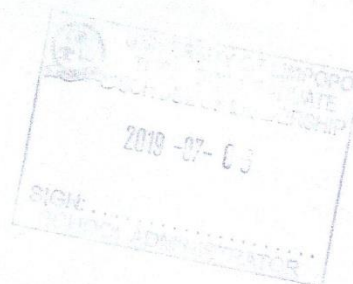
Finding solutions for Africa

ANNEXURE B: LETTER SEEKING CONSENT FROM VHEMBE DISTRICT MUNICIPALITY

P.O.Box 2007

Thohoyandou

0950

05 July 2019

The Municipal Manager

Vhembe District Municipality

Private Bag X5006

Thohoyandou

0950

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I am a registered Master of development and planning student in the Department of Management and Law at the University of Limpopo Turfloop Graduate School Of Leadership, one of the requirements is that I conduct a research. This research is supervised by Mngobi Banele Njoko from University of Limpopo. This memo is therefore a request for a permission to interview the councillors, administrative managers and traditional leaders as per the sample size of this research.

Ethical issues will be strictly adhered to, for example, the aim of the research, focus on topic, matters concerning confidentiality, secrecy and respondents will not be mentioned by names on the research report. Data will be collected through open-ended interviews and questionnaires are strictly based on the research topic. The study will be beneficial to the municipality at large as the aim of the research is "explore the role of management in implementing service delivery initiatives for community development".

Your kind assistance in granting me permission will be highly appreciated.

Ms M.H Mbulaheni
Researcher

ANNEXURE C: LETTER OF APPROVAL: VHEMBE DISTRICT MUNICIPALITY

VHEMBE DISTRICT MUNICIPALITY
PRIVATE BAG X5006, THOHOYANDOU, 0950
TEL: 015 960 2000, FAX: 015 962 1017
Website: www.vhembe.gov.za

Ref: 4/2/1
Enq: Mphaphuli T.K
Date: 12 July 2019

Attention: Ms Mbulaheni H.M

RE: APPLICATION TO CONDUCT ACADEMIC RESEARCH: YOURSELF.

1. Your application dated 05 July 2019 refers.
2. It is with pleasure to inform you that your request mentioned above is hereby granted to you.
3. Please contact General Manager Development Planning, Ms Tshivhinda at 076 782 2570 in order to arrange the starting date.
4. Should there be anything you need clarity on, feel free to call our office at 015 960 3558/3541.

Kind Regards

ACTING MUNICIPAL MANAGER
NDOU T.S

15/07/2019,
DATE

"A developmental municipality focusing on sustainable service delivery and socio-economic development towards an equal society"

ANNEXURE D: INFORMED CONSENT FORM

Thank you for agreeing to participate in this study. I am Mbulaheni Mashudu Hope a student researcher enrolled for Master of Development (Planning and Management) at the University Of Limpopo Turfloop Graduate School Of Leadership. This form details the purpose of this study, a description of the involvement required and your rights as a participant.

Research Title:

The role of management in implementing service delivery initiatives for community development in Vhembe District Municipality, Limpopo Province

Procedures:

Your participation in the research is voluntary and will take roughly 30 minutes to complete. In this research you will be asked to answer question about the role of management in implanting service delivery initiatives for community development in Vhembe District Municipality. Your name will not be recorded to protect your identity. You may pass on any question that makes you feel uncomfortable. At any time, you may notify the researcher that you would like to stop your participation in the study. There is no penalty for discontinuing participation.

Risks and/or Discomforts:

There are no known risks to you as a participant.

Benefits:

You may find the learning experience enjoyable.

Confidentiality:

All individual results will be reported as group results. The information obtained in the study may be published in the scientific journals or presented at conference and/or meetings pertinent to the area. The individual identifying information will be removed and replaced with a numeric identifier that only the investigator will have access to. The researcher will not share your individual responses with anyone other than the research supervisor.

Compensation:

There will be no compensation for participating in this research.

Signature of Participant: ....**Researcher and telephone number of the researcher:** Ms Mbulaheni Mashudu Hope-071 113 6589

ANNEXURE E: QUESTIONNAIRE FOR MUNICIPAL EMPLOYEES

TOPIC: THE ROLE OF MANAGEMENT IN IMPLEMENTING SERVICE DELIVERY INITIATIVES FOR COMMUNITY DEVELOPMENT IN VHEMBE DISTRICT MUNICIPALITY, LIMPOPO PROVINCE

Questionnaire number: _____

Location/site: _____

SECTION A: DEMOGRAPHIC PROFILE OF RESPONDENTS: TICK THE APPROPRIATE BOX PROVIDED

PERSONAL DETAILS

1. Name of the municipality

2. Name of the unit

1. Gender

2. Age

20-30 years	
31-40 years	
41-50 years	
51+ years	

5. Highest academic you achieved

Diploma	
Degree	
Honours	
Masters	
Doctorate	

6. Your working experience

Less than 2 years	
2 to 3 years	
4 to 5 years	
More than 5 years	

7. Are you involved in the implementing of service delivery initiatives?

1. Yes		2. No	

If yes, explain your role

ANNEXURE F: QUESTIONNAIRE FOR ADMINISTRATIVE MANAGERS

TOPIC: THE ROLE OF MANAGEMENT IN IMPLEMENTING SERVICE DELIVERY INITIATIVES FOR COMMUNITY DEVELOPMENT IN VHEMBE DISTRICT MUNICIPALITY, LIMPOPO PROVINCE

Questionnaire number: _____

Location/site: _____

SECTION A: DEMOGRAPHIC PROFILE OF RESPONDENTS: TICK THE APPROPRIATE BOX PROVIDED

PERSONAL DETAILS

1. Name of the municipality

2. Name of the unit

3. Gender

4. Age

20-30 years	
31-40 years	
41-50 years	
51+ years	

5. Highest academic you achieved

Diploma	
Degree	
Honours	
Masters	
Doctorate	

6. Your working experience

Less than 2 years	
2 to 3 years	
4 to 5 years	
More than 5 years	

7. Are you involved in the implementing of service delivery initiatives?

3. Yes		4. NO	

If yes, explain your role

SECTION B

INTERVIEW FOR ADMINISTRATIVE MANAGERS IN THE MUNICIPALITY

1. Describe the role fulfilled by your directorate in service delivery initiatives?

----

2. Describe the impact of policies, roles and regulations on the performance of the departments?

----

3. Describe the role of management in the success of the directorate's in implementing service delivery objectives?

----

4. What methods are used to ensure maximum commitment from your team regarding the service delivery targets?

----

5. What is the biggest challenge/s you face as a manager in the department regarding service delivery targets and objectives?

----

6. Can you describe what makes an effective manager in a municipal environment?

----

7. What are the most values and ethics for improved performance in the organization

----

ANNEXURE G: QUESTIONNAIRE FOR WARD COUCILLORS

TOPIC: THE ROLE OF MANAGEMENT IN IMPLEMENTING SERVICE DELIVERY INITIATIVES FOR COMMUNITY DEVELOPMENT IN VHEMBE DISTRICT MUNICIPALITY, LIMPOPO PROVINCE

Questionnaire number: _____

Location/site: _____

SECTION A: DEMOGRAPHIC PROFILE OF RESPONDENTS: TICK THE APPROPRIATE BOX PROVIDED

Instruction: Please mark the applicable block with an "x

PERSONAL DETAILS

1. Name of the municipality

2. Gender

3. Age

20-30 years	
31-40 years	
41-50 years	
51+ years	

4. Highest academic you achieved

Diploma	
Degree	
Honours	
Masters	
Doctorate	

5. Your working experience

Less than 2 years	
2 to 3 years	

4 to 5 years	
More than 5 years	

6. Are you involved in the implementing of service delivery initiatives?

1. Yes		2. No	

If yes, explain your role

SECTION B

INTERVIEW QUESTIONS FOR THE WARD COUNCILLORS

8. How is the community made aware of the institutional policies, legislation for implementation of projects in their respective areas?

----

9. How frequent do ward councillors hold meetings with communities regarding the progress of their respective projects in their respective wards?

----

10. What are the perceptions of the communities on delivery of their needs in time?

----

11. Can you describe the management responsibility in monitoring progress in the implementation of projects in communities?

----

12. Can you describe the role of ward councillor in the administrative processes?

ANNEXURE H: QUESTIONNAIRE FOR TRADITIONAL LEADERS

TOPIC: THE ROLE OF MANAGEMENT IN IMPLEMENTING SERVICE DELIVERY INITIATIVES FOR COMMUNITY DEVELOPMENT IN VHEMBE DISTRICT MUNICIPALITY, LIMPOPO PROVINCE

Questionnaire number: _____

Location/site: _____

SECTION A: DEMOGRAPHIC PROFILE OF RESPONDENTS: TICK THE APPROPRIATE BOX PROVIDED

Instruction: Please mark the applicable block with an "x

PERSONAL DETAILS

1. Gender

2. Age

20-30 years	
31-40 years	
41-50 years	
51+ years	

3. Highest academic you achieved

Diploma	
Degree	
Honours	
Masters	
Doctorate	

4. Your working experience

Less than 2 years	
2 to 3 years	
4 to 5 years	
More than 5 years	

5. Are you involved in the implementing of service delivery initiatives?

6. Yes		7. No	

If yes, explain your role

SECTION B

INTERVIEW QUESTIONS FOR TRADITIONAL LEADERS

1 .What are the roles of traditional leaders in the municipality on service delivery initiatives?

----

2. How do traditional leaders communicate with the council to the administrative level of the instittution?

----

3. What is the operational structure of the Municipality/council, regarding the service delivery implementation process? How is it determined?

----

4. What strategies, interventions, and tools would you recommend for the sustained and improved service delivery?

----

5. How is service delivery integration process interfaced among service delivery departments?

----

6. What is the perception of Administrative Officials and communities on the oversight function of council? Based in recent surveys

----

----

7. What recommendations do you have for future efforts in improving service delivery condition in municipality?

TSHIVENDA TRANSLATION

MUTEVHE WA DZIMBUDZISO

MBUDZISO DZA VHARANGAPHANḒA VHA SIALALA

1. Mishumo ya vharangaphanḓa vha sialala ndi ifhio kha masipala malugana na nḓisedzo ya tshumelo?

2. Vhudavhidzani ha vharangaphanḓa vha sialala na khoro ya masipala u swika kha vhulanguli hawo vhu nga nḓila-ḓe?

3. Tshiimiswa tsha matshimbidzele a zwithu kha khoro ya masipala zwi tshi kwama nḓisedzo ya tshumelo na konadzeo yazwo tsho ima hani? Hone ha vha zwi konisa hani?

4. Vha nga themendela maga afhio, na u dzhenelela hani nahone vha tshi shumisa zwishumiswa zwa hani uri nḓisedzo ya tshumelo ivhe i imaho yo khwaṱha?

5. Tshumisano i re hone vhukati mihasho i ḓisaho nḓisedzo ya tshumelo, zwi ita uri nḓisedzo ya tshumelo yo ṱanganelanaho i vhe hani?

6. Vho ḓisendeka nga mawanwa a ṱhoḓisiso ya zwino, kuvhonele kwa vhashumi vha zwa ndaulo na zwitshavha zwi tshi kwama u vhonelela ha nḓisedzo ya tshumelo nga khoro ndi vhufhio?

7. Vha nga themendela zwifhio uri zwi itwe u khwinisa tshiimo tsha nḓisedzo ya tshumelo kha mimasipala?