



**EVALUATING THE PROVISION OF BASIC SERVICES IN RURAL  
SETTLEMENTS: THE CASE STUDY OF MASWAZINI RURAL AREA**

Submitted in fulfilment of the requirements for the Masters Degree in Public Administration

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## **ABSTRACT**

The aim of the study was to critically examine the challenges of service delivery experienced by the community of Maswazini in Okhahlamba Local Municipality. The study seeks to explore the impact of isolation from basic services and the challenges faced by the Maswazini community in relation to the provision of basic services. The services that were surveyed at Maswazini rural areas include basic housing, electricity, water and sanitation. Many scholars and rural communities in different areas reported that Municipalities experience challenges in providing adequate services despite the efforts and the support gained from national, provincial government and other external stakeholders (Makale, 2015:1). Thus, the study further seek to determine the methods and strategies used to provide basic services, assess the availability of quality services in Maswazini and ascertain the engagement of the people of Maswazini area in the provision of services, and recommend approaches to improve service delivery.

A case study design was employed to plan and conduct this study. A mixed method research was adopted in the collection and analysis of data, using both quantitative and qualitative approaches. The data was collected using unstructured interviews and questionnaires while the analysis was done utilizing the Statistical Package for Social Sciences software version 25.0. A purposive sampling technique and snowball sampling was followed to select the 235 respondents comprising of 200 Maswazini residents, 20 Okhahlamba Municipal officials and 15 employees from the Department of Rural Development and Land Reform. The university's ethics committee ethically cleared the study. Participants' permission to participate in the study was obtained and they were ensured of their protection from harm, and the confidentiality of the information they provided through signing consent form.

This study revealed that the municipality is not complying with various policies that mandate them on how they should provide basic services to communities. The dissatisfaction of community members of Maswazini indicates that there is moral disengagement between them and the municipal officials, and the communities have lost trust in government and municipal officials at Maswazini. Challenges revealed by

this study include limited resources, lack of municipal autonomy in decision-making, political interference and insufficient capacity. Therefore, this study recommends that local government review and devise methods and strategies to enforce compliance with its policies and legal requirements while taking into account the needs and interests of the people. Also, to promote the involvement of people in service delivery matters on a regular basis in order to immediately address challenges in rural areas and thereby ensure good governance.

## **DECLARATION**

I, Hlengiwe Nomzamo Mabizela, student number: 21141516, hereby declare that the dissertation entitled “*Evaluating the provision of basic services in rural settlements: the case study of Maswazini rural area*” is a result of my own investigation and research. It has not been submitted in part or in full for any other degree or to any other University. I give permission for my dissertation to be available for inter-library loans, if accepted.

Signature:

Date: 02 May 2020

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## LIST OF ACRONYMS

LRAD	Land Redistribution and Development
IDP	Integrated Development Plan
NDP	National Development Plan
KZN	KwaZulu Natal
COGTA	Cooperative Governance and Traditional Affairs
SAGNA	South Africa Government News Agency
RDP	Reconstruction Development Programme
IFAD	International Fund for Agricultural Development
NPM	New Public Management
N.D	No Date
BNG	Breaking New Ground
FFC	Financial and Fiscal Commission
HIV	Human Immunodeficiency Virus
PFMA	Public Finance Management Act
MFMA	Municipal Finance Management Act

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## **CHAPTER ONE**

### **INTRODUCTION AND BACKGROUND TO THE STUDY**

#### **1.1 INTRODUCTION AND BACKGROUND**

The purpose of this study was to critically examine the effectiveness in the provision of service in Maswazini area with reference to housing, electricity, water and sanitation. The role of government is to provide basic services to the community. Scholars, including Makale (2015:1) have contested the slow pace of service delivery by local government in the rural areas. This acts against the constitutional requirements to provide sustainable development and services in rural communities. A rural poverty report (2011) by the International Fund for Agriculture Development (IFAD) revealed that despite service delivery improvements on infrastructure, water and sanitation, over the past ten years global poverty remains an important and predominantly rural problem in the world with a large population living in rural areas (IFAD- Rural Poverty Report, 2011). Since 1994, the challenge for rural development is the marginalisation of the poor (National Planning Commission-National Development Plan 2014:218).

Rural settlements in most parts of KwaZulu-Natal (KZN) have been isolated from the access of basic services. Rural communities are provided with fewer to no service compared to their urban counterparts, as a result they lack sufficient basic services to sustain their livelihood in their settlements. Marcus (2014:01) who confirmed that there is an urban bias in development due to economic growth and modernisation that occurs in cities, substantiates this evidence. This has meant that problem-orientated interventions are typically focused on excluding rural people and built around urban paradigms. Most rural areas remain undeveloped and under-serviced, although the democratic government has since 1994 attempted to improve the delivery of basic services. The White Paper on Local Government (1998:27) indicate that municipalities are mandated with the responsibility to provide household infrastructure and services to citizens of South Africa. The delivery of basic services can be an important drive in the alleviating poverty, unemployment and other social issues. It can also be a factor in restoring agriculture, tourism and other rural non-farm enterprises (National Treasury- Local government budget expenditure review report, 2011).

According to the Rural Development and Land Reform Review (n.d), South Africa has achieved and sustained impressive economic growth since democracy through industrialisation, mining, import and exports and businesses. However, some noteworthy challenges the country is still facing. Progress in urban areas is more evident compared to their rural counterparts where an extreme level of poverty many people still endure. Social deprivation and underdevelopment continue to haunt many rural areas. This study investigated the challenges of service delivery by reviewing literature to establish the problem being investigated and by conducting an empirical study to examine these challenges from the Okhahlamba Municipality officials, Department of Rural Development and Land Reform and the residents of the Maswazini settlement.

## **1.2 PROBLEM STATEMENT**

A research study by Makale (2015:4) presented that many municipalities are struggling to achieve their strategic objectives of providing basic services as set out in the Constitution, despite the powers given to them to deliver and manage their resources. In addition, Makale (2015) revealed that service delivery has improved in urban areas while backlogs in the rural areas are addressed at a very slow pace. The poverty and social exclusion report by Pisano and Sivini (2008) profiled risks associated with poverty and social exclusion such as high rate of unemployment, health diseases like tuberculosis, HIV, and increase of crime rate in rural areas and revealed that it is more than the risks in urban areas. Despite the remarkable differences amongst rural areas, it has been shown that the average standard of living is generally lower in the rural areas and there is poor infrastructure and roads that could be used at the advantage of developing the area to provide better services (Pisano and Sivini, 2008).

This study was set to investigate why, after more than two decades of democracy, the South Africa government continues to struggle to provide basic services, particularly water, sanitation, housing and electricity in rural areas.

### **1.3 THE SIGNIFICANCE OF THE STUDY**

The study seeks to contribute to increasing and advancing knowledge and information on the current state of service delivery in rural areas within the field of public management and administration. It is set to create awareness on the status of basic service delivery and reinforce Okhahlamba Local Municipality and Department of Rural Development and Land Reform to formulate, implement and improve service delivery models and strategies that respond to the basic needs of Maswazini and recommend the review and amendments of existing policies and service delivery programmes that will cater for rural communities. In addition, it is envisaged that the study result in publication of a research paper in an accredited journal, and book contributions resulting in increasing the knowledge base of South Africa's rural areas. The research study will be made available in selected libraries and at the Okhahlamba Municipality for use by other researchers.

### **1.4 THE RESEARCH AIM**

The aim of the study was to critically examine the challenges of service delivery in the Maswazini rural area, with specific reference to housing, electricity, water and sanitation. In addition, the study explored the impact of isolation from basic services and the challenges faced by the Maswazini community in relation to the provision of basic services.

### **1.5 RESEARCH OBJECTIVES**

In order to address the aim of this study, the following objectives must be achieved, which seek to:

#### **Primary objective**

- Exploring service delivery challenges affecting Maswazini residents

#### **Secondary objectives**

- Determine the methods and strategies used to provide basic services such as water, electricity, housing and sanitation in the Maswazini rural area,
- Assess the availability, accessibility and quality levels of these services in Maswazini,

- Ascertain the engagement of the people of the Maswazini rural area in the provision of services, and
- Recommend a practical approach for improving the provision of service delivery at the Maswazini settlement.

## **1.6 RESEARCH QUESTIONS**

### **Primary research question is:**

- What are the service delivery challenges that the Maswazini community experience?

### **Secondary questions are:**

- What is the current status of basic service delivery in rural areas?
- To what extent are the services at Maswazini accessible and available?
- What are the available methods to engage communities to be part of service delivery?
- What are the strategies that can be recommended to improve service delivery in the Maswazini rural area?

## **1.7 THE OVERVIEW OF SERVICE PROVISION IN THE LOCAL GOVERNMENT**

The Constitution of the Republic of South Africa (1996) outlines the Bill of Rights for all citizens in South Africa. The Constitution (1996) preserve the rights of the people and offer values of human dignity, equality and freedom. According to the Municipal Service Delivery report (n.d), the South African government has to formulate and implement policies that addresses the basic level of municipal services as part of its strategy for poverty alleviation. The review report continues to say that water and electricity is prioritised as a basic service for the poor, however, other services also fit the definition of ‘basic services. These basic services include proper sanitation and housing infrastructure.

The IFAD report on rural poverty (2011) stipulates that the largest part of the poor are women, children and men who live in rural areas. These people become farmers and



herders, the anglers and migrant workers, the artisans whose daily struggles seldom capture the world's attention. According to the Pisani and Sivini (2008) children and adolescents from poor families find it difficult to access education, moreover, low labour market opportunities in local areas result in mass labour migration. Another important problem is the limited access of the rural population to services.

The KZN Department of Cooperative Governance and Traditional Affairs (COGTA) Back to Basics for Municipal Government Strategy (2015:6) has recently been launched and aims at focusing on driving core services of municipalities to meet the needs of marginalised citizens. This includes a more efficient delivery of water, sanitation, shelter, electricity, roads and waste removal systems. One of the challenges identified in this strategic approach was the slow and inadequate response to the implementation of this strategy resulting in a breakdown of trust between institutions, councillors and members of the communities.

### **1.7.1 Rural Development Overview**

The Rural Development Framework (1997) locates the context of rural development as based on the spatial formalisation of rural towns and villages demarcated where people have an interest to live and take advantage of existing rural opportunities and natural resources. The South Africa Rural Development Quarterly (2004) commissioned by the National Treasury define rural development as an advancement of rural communities through improvement of rural institutions and systems, expansion of rural infrastructure, and growth in rural economic activities. This definition recognises that rural development is not only focused on agricultural activities but includes poverty alleviation, infrastructure provision and other actions to uplift the economic status of rural areas.

To this effect, the Rural Development Strategic plan (2011-14:35) outlines that there is programme for initiating and implementing a comprehensive rural development that leads to sustainable and vibrant rural communities. Furthermore, the plan provided that this rural the development programme consists of rural infrastructure development for the purpose of facilitating the improved access to basic services, economic and income

generating opportunities through improved physical infrastructure in rural areas. The National Planning Commission document on the National Development Plan 2030 (2014:217) provides that rural communities require social, economic and political opportunities to fight the issue of poverty. To achieve this, agricultural development should introduce land reform programmes and job creation strategies to ensure efficient delivery and access to basic services and plans for rural towns to be tailor-made according to the varying opportunities in each area.

The Reconstruction Development Plan, RDP (1994:17) emphasises that the priority of government is to render the basic needs of people through the provision of jobs, land, housing, water, electricity, a clean and healthy environment, health care and social welfare. The RDP (1994: 17) goes on to say that, the government can reconstruct family and community life in the society. It is not basically the lack of income that determines poverty but lack of basic needs, which are currently unmet in rural settlements (RDP, 1994:17). Improving living conditions through access to physical basic and social services in urban and rural areas is one of the pillars for addressing poverty in South Africa. Through these strategies the RDP (1994:17) aims to meet the needs of the people in an integrated manner combining urban, semi-urban and rural development processes.

## **1.8 CONCEPTUALISATION**

The conceptualisation of this study is framed by the following concepts that became the foundation of this research study:

### **1.8.1 Service delivery**

Service delivery in the public sector is concerned with the distribution of resources that citizens depend on for a living such as water, electricity, sanitation infrastructure, land and housing. This is done by the South African government, particularly local government municipalities as they are closer to the people on the ground, (Cambell, 2014: 1). Service delivery plays a greater role in local government because of constitutional provision of responding to the needs of the people in response to the eradication of poverty and social exclusion. It is seen as an instrument to create social

inclusion and raise living standards of the poor and previously disadvantaged groups by the apartheid, (Berkik, 2006: 96)

### **1.8.2 Local government**

Local government is one of the three spheres of government following the other two, national and provincial government. The Constitution establish that these spheres are distinctive, interrelated and interdependent and further outline that although local government has power to make its own laws, it remains under the supervision of national and provincial government. Local government as the third sphere is mandated to deliver equal and adequate basic services to citizens as it is closer to the people and charged with the responsibility to provide basic services to people whilst ensuring that it promotes social, economic development, and health and safety environment, (Nkomo, 2017: 8)

South Africa, according to the Constitution (1996) has Metro Municipalities, District Municipalities and Local Municipalities. The Municipal Structures Act (1998) clearly categorise these municipalities and provides a criterion for determining when an area must have a metro, a district and a local municipality. All these types of municipalities fall under local government sphere and have a core responsibility for water and sanitation, housing, electricity, waste removal and land management provision. Local government is one sphere that has undergone transformation in terms of legislative developments and reorganization of systems and structures to steer the reconstruction and development of local communities in the South African context (Berkink, 2006:88). Local government is understood in terms of the services provision to communities and the Constitutions assigns municipalities to play an active role in mobilising resources towards improving the lives of all citizens.

### **1.8.3 Rural Development**

Rural development is understood as sustainable improvement of the people's standard of living through social and economic development that benefits rural population. The development of rural areas is attributed by aspects such as agricultural economy, improved education and healthcare, enhance local employment, increase level of the

quality of lives and preserve the environment, (Shiena and Fedorovskaya, 2018:193) Rural Development according to Adisa (2014:5) was initially designed as a strategy to improve socio-economic life of the people in rural areas. A strategy that pertains the overall improvement of rural conditions including economic, environmental, health, infrastructure and housing. Moreover, Adisa (2014:6) highlights that the determinants of rural development are attributed by factors such as social, economic, technological and nature. These factors often interact and operate to exhibit effects on rural development.

#### **1.8.4 Public participation**

South Africa pre-apartheid was marginalized and separated in terms of racial groups, and apart from that, the apartheid systems were designed to safeguard and strengthen white dominance over other races. People were not allowed to participate in decision-making processes of government that affects them and were deprived an opportunity to partake in all state affairs. Citizens were also denied the opportunity to participate in the formulation and implementation of government policies. Therefore, Public participation plays a significant role and is an important aspect of governance as it involves engagement of public and political office bearers, civil society and other stakeholders in government affairs, (Diederics, 2014:1)

In South African government, public participation has become an essential method of local government to get communities to articulate their needs, challenges and aspirations especially those who are at grassroots and were seldom afforded the opportunity to participate in government affairs, (Diederics, 2014:2). The new government post 1994 then introduced a constitutional democracy that promotes public participation in local government affairs. According to the Municipal Structures Act (1998) ward committees were introduced at a forum for public consultation and participation in all government activities. Involving public in local government leads to improved local governance.

### **1.8.5 Local Economic Development**

Local economic development (LED) is an approach that has been adopted by the South African government and partners to support local economy in various towns and cities. Local government is given the mandate to facilitate LED within the municipalities to work towards economic growth in their areas of jurisdiction and work together with stakeholders and communities towards achieving sustainable economic growth and development. Thus, LED brings better opportunities to improve the quality of lives of all citizens in diverse municipal areas. In addition, LED is intended to maximise local economy through joint pull of resources and skills that can enhance the local economy by implementing various development programmes and projects aimed at creating job opportunities, competitive market for local production and enhancement of economic growth and other developmental initiatives (Cooperative Government and Traditional Affairs Back to Basic strategy, 2015:1)

According to Meyer (2014:624), Led is seen as a process undertaken by government and its people to improve quality of life in aspects such as skills, education, health, clean environment, and service equal opportunities to local people. It is also a process to which local government engage with business and the society to stimulate business activities and employment. Moreover, Municipalities in accordance with their constitutional mandate are tasked with managing and promoting social and economic development (Meyer,2014:625)

In the context of this study, the importance of LED is recognised as in the creating job opportunities, addressing poverty, hunger and inequality, and in improving the lives of the people. Local government has been encouraged to intervene and play an active, leading role in skill transfer and skill development of entrepreneurship and small business. All the stakeholders are expected to pursue LED by recognising and supporting the formulation and implementation of the local economic development strategy that aims at addressing the socio-economic issues within their local municipal areas.

## **1.9 RESEARCH DESIGN AND METHODOLOGY**

### **1.9.1 Study Type**

This study utilised a mixed-method research approach for collecting and analysing data. Punch (2009:234) describe mixed methodology as a combination of qualitative and quantitative research approaches. Furthermore, Punch (2009:234) maintains that the main difference between the two approaches lies their data, and in methods of collecting and analysing the data.

Gray (2014:160) suggests that the qualitative is a method used to understand the phenomena within their own context-specific settings as well as capture data on the perceptions of actors in the field of study. Gray (2014:161) goes on to mention that quantitative methodologies on the other hand involve truth-seeking (as opposed to perspective and opinion-seeking) that tend to use a deductive approach to research design, such as the use of prior questions or a hypothesis that the research will test.

For this study qualitatively, the researcher aimed to gain a deep, intense and holistic overview of the provision of basic services with specific reference to water, electricity, housing and sanitation through interaction with the community of the Maswazini rural area. The researcher seeks to explore the accessibility to the basic services, determine the level of quality and adequacy of services and ascertain challenges and concerns that the community of Maswazini encounter regarding the provision of these services. From a quantitative approach, the researcher desire to examine statistics pertaining to rural poverty trends not only in South Africa but more specifically in the Maswazini area, which will be obtained from municipal reviews and reports.

Maswazini rural area in Bergville, KwaZulu Natal was the area selected for the research study. Bryman (2012:66) explains that case studies entail an intensive analysis of a single case, while Bennett (1991:94) suggests that a case study can be a person, a small group of people, an institution or a large-scale community. A case study design is suitable for this study since it uses a variety of instruments to collect

data, and that can yield more rich data that can be advantageous to results.

### **1.9.2 Target Population**

Welman, Kruger and Mitchell (2005:520) explain that the population can consist of individuals, groups and organisations, human products and events and the conditions to which they are exposed. Meanwhile, Babbie and Mouton (2003:100) define the research population as the entire collection of elements or groups in respect of which inferences must be drawn.

For the purpose of this study, the target population was made up of the Maswazini residents, Municipal officials from the Okhahlamba Local Municipality and officials from the Department of Rural Development and Land Reform. Both male and female from the age of 21 up to the age of 75 years contributed in this study. The reason for selecting respondents from the age of 21 to 75 years is that adults are better able to understand what is required from them after a brief explanation of the study.

### **1.9.3 Sampling Technique**

A sample is any subset of the elements of the population that is obtained for the study's purpose. The process by which elements are drawn from the population is known as sampling (Fox 2007:54). Gravetter and Farzano (2003:465) points out that a sample refers to a set of individuals or elements selected from a population. Two types of sampling techniques are probability sampling and non-probability sampling. Blanche, Derrheim and Painter (2011:139) state that probability sampling is the procedure whereby every element in a target population has a known chance of being selected into the sample. With non-probability sampling, the chance of individuals and elements being selected is unknown because the researcher does not know the size of the population or the members of the population (Gravetter and Forzano, 2003:118).

This research followed a purposive sampling method because key informants within the structures of the Okhahlamba Municipality and Rural Development and Land Reform department were selected based on their knowledge on the provision of basic service delivery in the Maswazini area. According to De Vos, Strydom, Fouche and

Delpont (2005:202), purposive sampling is based on the judgement of the researcher in that a sample is composed of elements that contain the most characteristic, representative or typical attributes of the population. Denscombe (2007:17) suggests that with purposive sampling, the sample is pinpointed for the research. This refers to cases where the researcher already knows something about the respondents or events and deliberately selects them because they are likely to produce data that is relevant to the study.

In addition, this study also adopted a snowball sampling technique. De Vos *et al.* (2005:203) state that snowball sampling falls under non-probability sampling that involves approaching a single case that is involved in the phenomenon to be investigated in order to gain information on other similar persons. In turn, this person identifies further people who could make up the sample. In this study, participants identified other people that may be key informants of the study who may provide the related information on the provision of water, electricity, housing and sanitation.

Bergville neighbours Ladysmith and Estcourt in Northern KwaZulu-Natal, Bergville has a population of 57, 1067; of this population 11, 000 people reside in the Maswazini area (Statistics South Africa, Census 2016). The sample size was of 200 participants, comprising of 100 males and 100 females from the Maswazini community, 20 municipal officials from the Okhahlamba Local Municipality and 15 officials from the Department of Rural Development and Land Reform.

#### **1.9.4 Data Collection Instruments**

In this study, both approaches of gathering information, namely primary and secondary data, were utilised. The researcher reviewed the statistics on municipal annual reports pertaining to poverty trends specifically in the Maswazini rural area and explored the behaviour and attitudes of participants towards service delivery through conducting interviews and issuing questionnaires. Kumar (2005:118) states that these are the two major approaches to gathering information about a situation, person, problem or phenomenon. Furthermore, information required may already be available and need only be replicated. However, there are times when the information must be collected



(Kumar, 2005:118). Kumar (2005:119) goes on to describe primary sources as “first-hand” information such as attitudes of the community towards services, questionnaires, interviews and observations. Secondary sources provide “second-hand” information, which includes the use of census data, and the use of documents to gather information related to the study.

## **Interviews**

Dawson (2007) defines an interview as a method of collecting data whereby the researcher attempts to learn about phenomena while gathering data from participants in a face-to-face encounter. According to Schostak (2006), interviews assist in increasing the level of interaction between the researcher and the participants to afford the researcher the opportunity of having a first-hand understanding of how participants express their experiences about their world. This study used semi-structured interviews to collect data. Interviews are divided into three categories, namely:

- **Structured interviews**

This is where the researcher asks prearranged questions in the same wording and order of questions as specified in the interview schedule. One main advantage of a structured interview is that it gives consistent information, which guarantees the comparability of data (Kumar 2005:126).

- **Semi-structured interviews**

Semi-structured interviews paint a specific picture of a participant’s belief about, or perception or account of, a topic. These methods give the researcher and participants much more flexibility (De Vos *et al.*, 2005:296).

- **Unstructured interviews**

According to Punch (2009:169), this is the traditional type of unstructured interview, which is a non-standardised, open-ended and in-depth interview. It is applied as a way of understanding the complex behaviour of people without imposing any prior categorisation, which might limit the field of enquiry.

In this research study, semi-structured interviews were conducted with key informants to validate and clarify theoretical data. According to Welman and Kruger (2005:166), semi-structured interviews require the researcher to have a list of themes and questions to be covered, which may vary from one interview to the next. Instead of an interview schedule (telephone interviews), interview guides are used in semi-structured interviews. Interview questions were prepared, and interviews were conducted during the data collection period with the 15 rural development officials under the infrastructure development unit. The selection for officials from the Department of Rural Development and Land Reform as participants in the study was based on their knowledge and that they are the experts in rural development in their distinguished areas.

### **Questionnaire**

Babbie and Mouton (2001:233) mention that even though questionnaire refers to a set of questions, a typical questionnaire contains as many statements as questions, especially if the researcher is interested in determining the extent to which respondents hold a particular attitude or perspective. De Vos *et al.* (2005:166) maintains that the objective of a questionnaire is to obtain facts and opinions about the phenomena from respondents on the particular issue.

For this study, questionnaires captured qualitative and quantitative data and were paper based for manageability purposes. The questionnaires were administered to 20 municipal officials employed under the Technical Services unit and 200 Mazwazini residents.

### **Document analysis**

Various documents were examined to determine procedures, protocols, decisions and the level of decision making in order to elicit meaning, gain understanding and develop empirical knowledge. The procedure entailed finding, selecting, appraising and synthesising data contained in documents. Documents that were analysed include policy documents relating to the provision of basic service delivery in rural settlements

in South Africa. This included legislation as well as government strategic planning documents.

### **1.10 DATA ANALYSIS**

This study used thematic analysis. Data analysis began during the analysis of the transcripts of interviews and after the completion of the collection of data. De Vos, Strydom, Founche and Delport (2011:397) describe data analysis as a process of bringing order, structure, and meaning to the mass of collected data.

The researcher employed a qualitative and descriptive statistical analysis including graphs, tables, charts and some non-parametric inferential statistical analysis. The survey instrument was examined using the Statistical Package for the Social Sciences (SPSS) for Windows (version 23.0).

### **1.11 STUDY LIMITATIONS**

Limitations according to Simon (2011:1), are potential weaknesses in the study. This study only focused on the Maswazini residents, although the problems addressed in the research do not only affect the Maswazini residents. The results therefore cannot be generalised across all of the Bergville population. Another limitation was access to municipal officials and rural development employees due to the nature of the positions held by these employees. For example, time to participate in this study was a significant factor.

### **1.13 STRUCTURE OF RESEARCH CHAPTERS**

This study is made up of five chapters:

#### **Chapter 1 – Introduction**

This chapter highlights the introduction of the study, the purpose, aims and objectives of the study as well as the area in which the study was conducted.

#### **Chapter 2 - Literature Review**

This chapter provides comprehensive literature on local government and rural development, which is relevant to the provision of basic services with a specific

reference to water, electricity, housing and sanitation in the Maswazini rural community.

### **Chapter 3 - Research Methodology**

This chapter explains the type of approach used in the study; outlines the data collection instruments in collecting information, sampling strategies and the target population from which a sample(s) was selected.

### **Chapter 4 - Analysis of Data**

This chapter contains an analysis and interpretation of data that was collected.

### **Chapter 5 - Conclusion and Recommendations**

This chapter provides a summary of previous chapters and presents a conclusion and recommendations based on the findings.

#### **1.13 Conclusion**

This chapter provided a background to the study, including the context of the study, research problem, aims and objectives, an overview of literature related to the research topic, an overview of the methodology used to conduct the research study and data analysis. It also provided a short description of the study limitations, ethical framework, potential outputs and the structure of how the chapters are organised.

The following chapter two will discuss the literature relating to the study topic.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

This chapter explores and reviews the literature focusing on the context of service provision, policy directives informing service delivery, the challenges of basic service delivery, and local government's rural development strategy. It also reviews the status of local government's service delivery, and the legislative and policy framework pertaining to the delivery of services in local government. Local government is mandated to carry out major tasks to improve the quality of people's lives, as people in the rural areas have been marginalised. Much emphasis has been on the development of urban areas because people there can organise and articulate their needs effectively and quickly receive the attention of government.

This chapter begins by discussing the context of service delivery in local government, comparing the developments in urban areas versus the rural areas as far as equality is concerned. The regulatory guidelines pertaining to housing, water, electricity and sanitation are discussed and the state of poverty especially in the rural areas. This is followed by the provision of services with specific reference to housing, water, electricity and sanitation and the significance of community participation in development. It also looks at the impact of insufficient basic service delivery in rural areas and the effects this has on the lives of the people, and challenges of service delivery in local government.

#### **2.2 THEORETICAL FRAMEWORK**

##### **2.2.1 The New Public Management**

This study is aligned to the New Public Management (NPM) that has been adopted in South Africa to transform the public sector. In the post-apartheid era, the South African government used NPM principles to re-engineer and modernize the way government works, by transforming state departments and public agencies using the principle of effectiveness, efficiency as performance-based approach. The NPM was developed by

Osborne and Geber (1994) who saw the need of the new approach in the public administration in response to the traditional model of administration. The old model was characterised by the rule bound, process driven methods whilst the NPM introduced result driven, managerially- orientated approach to the provision of services emphasis on increased performance, efficiency and minimizing costs. The NPM serves as a new strategy that aims at restructuring and transforming public sector that is linked to ailing governments. Hope (2001: 119) elaborate that the NPM was developed as a transformation tool to strengthen connection between government, mechanisms and the civil society. The public sector through its post-apartheid political leadership and administration is now responding to the needs and desires of citizens. As such, it is linked to the economic principles and practices through the creation of public value for money.

The NPM is driven to maximize productivity and allocative efficiencies that are hindered by the public agencies that are unresponsive to the needs and demands of the people and led by bureaucrats with power to increase their administrative empires. Moreover, Hope (2001:122) emphasises that the NPM is related to the notion of restructuring, reinventing government through revamping its processes through which the public sector operates in order to maximize efficiency, effectiveness and competitive ability. It calls for change in structure of public sector, organizational culture, the management systems and other aspects to reinforce this initiative. It also incorporates client orientated aspects, goal driven, quality enhanced and the utilisation of resources in a more efficient, effective and economic manner.

Kalimullah, Nour and Alam (2012: 9) point that the NPM is a significant paradigm in the discipline of public administration as it contains features of debureaucratic, decentralisation, contracting out, privatisation and market orientation. These features signify the modern model of administration which embodied a role of government in the provision of services. The NPM seeks to provide a more efficient mechanism of services delivery and raising government performance. Some of the key principles according to Kalimuhhah et al (2012: 11) of NPM include the following:

- **Hands on management**  
Visible managers at the top of the organization with the intention to promote visible and active control of the organization.
- **Standards and measures of performance**  
Goals and targets defined and outputs as indicators of success
- **Emphasis on output controls**  
Resource allocation and reward system linked to performance
- **Shift to disaggregation of units in the public sector**  
There is a shift towards greater disaggregation of public organisations into separately managed units, sections or department for each public sector product
- **Shift to greater competition**  
The shift towards greater competition between both private and public sector organisation
- **Stress on private-sector styles of management practices**  
Best management practices that are adopted from the private sector, rather than traditional methods of doing business in the public sector administration
- **Emphasis on greater discipline and effective use of resource**  
The public sector moves towards enforcing discipline in public office bearers and ensuring effective utilization of resources by introducing less costly ways to deliver services.

The NPM is relevant to this research study as it provides for the modernization of the public sector with emphasis on improving efficiency and performance of the public sector, particularly in local government. Matsiliza (2016: 94) is of the view that the NPM is not a peace-meal deal, since it is a marriage of convenience between private and public sector principles. In local government, government has relieved itself from the burden of public personnel provision, by contracting out and privatising some of the public services. Arrangements such public-private partnerships (PPP) and collaborations were introduced to improve project and programme management in areas such as human settlements and construction of roads and public buildings. At present, public sector organizations are suffering from corruption, non-performance,

incompetence and high expenditure. The NPM strives to introduce systems and methods that will minimize costs, manage resources effectively and improve overall performance of government.

### **2.3 THE CONTEXT OF LOCAL GOVERNMENT**

Local government is one of the spheres of government that is closer to the people and responsible for basic service delivery, as commanded by the Constitution (1996). Through its integrated strategic planning, municipalities innovate programmes and projects that address poverty and development of their area of jurisdiction, whilst improving the lives of the people. According to Cameron (2009) on the New Public Management reform, service delivery is one of the strong features, which aims at being customer-focused in designing and administering services. Section 152 of the Constitution (1996) states that local government is responsible for ensuring the provision of adequate services to communities in a sustainable manner, promoting socio-economic development and a healthy, safe environment.

Since the inception of democracy, local government has been given a crucial and critical role to rebuild communities and environments based on promoting a non-sexist, non-racial society whilst improving the socio-economic status of people in different communities. According to Koelble and Siddle (2016), local government was decentralized as a tier of government that is close to the people, with municipalities to govern them, as prescribed by the Constitution. Amongst others, the main role of local government is to ensure that there is sustainable provision of services to communities. The Department of Cooperative Governance and Traditional Affairs' local government back to basics strategy (2015:1) provides that all spheres have a significant part to play in ensuring service delivery. As per the constitutional mandate, municipalities must work to ensure:

- Rendering of basic services (water, sanitation, electricity, waste removal services)
- Good governance
- Public participation: putting people first
- Sound financial management and build capable institution



- Build capable institutions and administration

Local government as the third tier of spheres of government is diverse and operates in a unique space. They rely on two main sources of revenue, namely. their own revenue and inter-governmental fiscal transfers including borrowing. Municipalities generate revenue from property rates, user charges for municipal services and their taxes (National Treasury, 2011). Local government are liable for rural development and transformation and the delivery of social services to rural communities in their area of jurisdiction (Salaam, 2016).

A slow pace of service delivery has been observed in most areas in South Africa, particularly in the rural areas. Citizens are starting to lose confidence and trust in the municipalities due to failure of local governments' service delivery. Salaam (2016:6) agrees that previously there was ineffective and inefficient service delivery in local government and revealed that some factors underlying insufficient service delivery are lack of funds, corruption, political interference, lack of autonomy, lack of skilled workers, poor leadership, amongst many others. Salaam (2016) continues to say that the leading factors that contribute towards a lack of service delivery is the lack of institutional autonomy. There is a high degree of external influences from external parties in local government affairs.

Although autonomy of local government has been enhanced by self-governing legislative authority, their powers and functions as enshrined in the Constitution, local government autonomy is not absolute, and municipalities are still inter-dependent on other spheres for support and supervision. National and provincial spheres supervise the extent to which municipalities exercise their control and cooperate with one another in order to promote the welfare objectives of the entire country (Fuo, 2017). Local government inferiority is evident in that a municipality's right to govern its own initiatives is conditional in the sense that it is subject to national and provincial legislation and intervention. (Singh, 2016).

Since local government has become the first point of contact between the citizens and government, municipalities in South Africa are broken down into three categories, (Category A, B and C). The overall objective is to focus on enhancing local economies and providing adequate social and infrastructure services to those living in their jurisdiction (Alexander and Berman, 2014). The following is the structure of municipalities in local government.

### **The Structure of a Municipality:**

The South African Constitution, Section 155 provides for the establishment of municipalities in a local sphere of government. Municipalities operate within a political environment. According to the Municipal Structures Act 177 of 1998, municipalities vary in their capacity and performance based on the following structures:

1. Category A Municipality – Metro Municipalities
2. Category B Municipality- Local Municipalities
3. Category C Municipality- District Municipalities

According to the Constitution (1996), Category A (metro) municipalities have an exclusive municipal executive in its area, Category B (local) municipalities share municipal executive and authority with Category C municipalities, and Category C have municipal executive and legislative authority in an area that includes more than one municipality. Vhonani (2010:6) describes Category A municipalities as cities with large urban areas and an extended rural periphery. They are assumed to have capacity and perform a full set of municipal functions. They are comprised of small towns and large villages within their areas. Vhonani (2010:6) continues to state that Category B municipalities are local municipalities with small towns or large areas. They bring capacity to small surrounding areas. In addition, Category C municipalities are district municipalities that are comprised of local municipalities.

Alexander *et al.* (2014) opine that in order to qualify as a metro municipality (category A) the municipality must have over 500,000 voters in most urbanized areas. Metros have the power to coordinate all services rendered to the area under its jurisdiction. Category B municipalities are broken down into wards and are represented by ward

councillors. Category C municipalities are made up of several local municipalities and coordinate the provision of services and development in the whole district.

## **2.4 STATUTORY AND REGULATORY FRAMEWORK PERTAINING TO BASIC SERVICE DELIVERY**

### **2.4.1 The Constitution of the Republic of South Africa Act 108 of 1996**

The Constitution (1996) gives powers and responsibility to municipalities in local government to provide services to people in a sustainable way and promote a healthy and safe environment. The Constitution (1996) also gives rights to every citizen in South Africa to have adequate housing, enough water and health services as well as the right to an environment that is not harmful to individual health and wellbeing.

### **2.4.1 Reconstruction Development Plan (1994)**

This is a policy framework that was formulated in 1994 to give power to local government in meeting the needs of the communities in terms of jobs, healthcare facilities, water, electricity, housing and social welfare. The RDP (1994) continues to mention that basic services such as water, electricity and proper sanitation should be made available to all citizens.

### **2.4.3 The Public Service Act (1997)**

The White Paper on Transformation Public Service Delivery (1997) that is commonly known as the *Batho Pele* (People First) initiative, was introduced to transform public service quality and performance. It provides principles that all public service officials must adopt and apply in administering and rendering of services. The act presented good principles that public office bearers must adopt and apply in their day to day operations. These principles are discussed as follows:

#### ***1. Consultation***

This principle emphasizes that public servants must consult the public/customers on the level and quality of services they receive. According to the White Paper on Public Service Transformation (1997), local officials are mandated to consult communities

and engage them in various issues affecting their communities. It further stipulates that consultation of service users provides the opportunity for citizens to influence decisions about the public service and presents objective evidence, which will determine service delivery priorities.

## ***2. Service Standards***

Setting the standards of the level and quality of service. The public should be informed about the quality and level of service so that they know and become aware of what kind of services to expect from the local municipality. This could be done by making use of local newspapers and making copies of reports and integrated development plans available to information centres (Mofolo and Smith. 2009).

## ***3. Access***

People are entitled to equal access to government services. Crous (2004) states that new, existing and previously disadvantaged groups should have access to services giving effect to the constitutional principle of services being provided fairly, impartially and equitably without bias.

## ***4. Courtesy and Consideration***

People must be treated with courtesy and consideration. This is related to the ethical behaviour of public servants.

## ***5. Openness and Transparency***

This principle assures openness and transparency regarding the costs and responsibility, and how the government operates. Local government should provide full disclosure to communities on the functions of municipalities and how they operate, the price of various services, and the budget. In this way, openness and transparency would be the cornerstone of good governance and management (Mofolo and Smith, 2009).

## ***6. Information***

Providing accurate information on the services to which people are entitled to. Emphasis on the necessity for accurate and unbiased reporting should be made as this strengthens the climate of openness and public accountability. Information should be provided in a manner that is most suited to the needs of the users of services.

## ***7. Redress***

Local government should provide redress on services that are delayed and provide positive response on remedial action. In cases where services have delayed or are not delivered, local government must acknowledge the mistakes or failure that occurred and provide remedial action strategies to rectify these mistakes. Customers are more likely to accept that the municipality cares about them if they take responsibility of their actions (Crous, 2004).

## ***8. Value for Money***

Government must provide economical and efficient services to ensure the best possible value for money. Effective use of resources is necessary, such as budgeting and the delivery of quality services at the lowest cost to ensure best value for money. As municipalities often work on an insufficient budget, the efficient use of available resources should be encouraged.

## ***9. Leadership and Strategic Direction***

Leaders providing leadership and strategic direction. Municipal management and political leaders should provide direction to the achievement of the short and long-term objectives of municipalities taken from the integrated development plan and should also lead by example.

## ***10. Customer Impact***

Customers should see and feel the benefits of services that have been delivered to them and those services should produce a positive impact to improve the lives and wellbeing of citizens.

### ***11. Encouraging Innovation and Rewarding Excellence***

Encouraging innovation and rewarding excellence to local government employees who go the extra mile in performing their duties and thereby encourage creativity, development of new, advanced ways to fast track service delivery (The White Paper on Public Service Transformation, 1997).

Although the Batho Pele principles were introduced with the intention of transformation of government priorities at all levels of government, the challenges on the application of Batho Pele principles in all spheres of government is still observed as leaders and administrators in the public service do not adhere and comply with the

#### **2.4.4 Integrated Development Plan (IDP)**

For municipalities to address poverty at a grass roots level, it must develop a tool that contains all plans and activities of how they should go about alleviating the socio-economic issues in their area of jurisdiction. An Integrated Development Plan, according to Madzivachandila (2012), is a developmental planning tool to assist municipalities to develop long-term plans to advance development and services in their areas. A strategic planning document contains all service delivery projects, programmes and activities and development, and promote sustainable, integrated communities by providing full services.

#### **2.4.5 The White Paper on Local Government of 1998**

The White Paper emphasises that the local sphere of government is responsible for the provision of basic services. This includes water, sanitation, refuse collection and electricity. It further outlines that citizens with little or no access to services must be given priority when it comes to the delivery of services.

#### **2.4.6 The Municipal Structures Act 117 of 1998**

Municipal powers and functions as described by the act include water supply, waste disposal systems, sewage disposal systems, and water and waste disposal sites. The act provides that municipalities assume the primary role in ensuring adequate water supply

and waste removal to the communities on the ground and promote a safe, clean and healthy environment.

#### **2.4.7 Municipal Systems Act 32 of 2000**

In terms of the development of the Integrated Development Plan (IDP), the municipal council, as specified by section 25 of the act, must formulate and adopt the IDP, a strategic plan that is inclusive of all plans and activities of the municipality. These plans include the provision of proper sanitation, waste removal and other service delivery plans affecting the environment (Municipal Systems Act, 2000:18).

#### **2.4.8 Housing Act 107 of 1997**

The act gives provision for housing development and provides principles for the application thereof. It breaks down the function of each sphere of government in housing development, which in this study is the local government. Its primary function is to make certain that people in their areas have access to adequate housing with a safe and conducive environment and an effective supply of water services, proper sanitation, electricity, roads, and storm drainage provided in an economic manner.

#### **2.4.9 Free Basic Electricity Policy of 2003**

The objective of this policy document is to facilitate the implementation and installation of free electricity services by municipalities as service authorities. Its primary purpose is to address electrification and energy backlogs and innovate ways in which the government can bring about relief to poor households and ensure socio-economic benefits from electrification programmes.

#### **2.4.10 Water Service Act 108 of 1997**

The supply of water services and sanitation is necessary to ensure a healthy and safe environment without danger to the people. The duties of all spheres to ensure that water and sanitation services according to the act are provided in a fair, equitable and transparent manner. This act also recognises that municipalities have a responsibility to facilitate water supply and sanitation services.

#### **2.4.11 The White Paper on Water and Sanitation 1994**

Insufficient water and sanitation contribute to poverty and underdevelopment. The provision of services of government must be part of a development strategy, and the supply of water and sanitation services must be included. The white paper outlines that the Department of Water Affairs, is responsible for water resources and has to make certain that the needs of the people and the economy are met.

#### **2.4.12 National Sanitation Policy of 1996**

This policy was formulated in expressing government to formulate sanitation implementation strategies that will be appropriate in addressing sanitation issues in South Africa. This policy emphasises that sanitation goes beyond building toilets. The requirement for safe, adequate sanitation is getting rid of dirty water and household waste, and also the way people behave as far as hygiene and health habits are concerned. This policy also outlines that in order to improve sanitation, health and hygiene, education must be provided to communities along with sustainable toilet facilities, water supply, and methods of removal of household refuse.

#### **2.4.13 The White Paper on Basic Household Sanitation of 2001**

The provision of sanitation is one of South Africa's major challenges, particularly in the rural areas. This white paper on household sanitation outlines sanitation challenges in developing countries. The white paper highlights the impact of poor sanitation, living conditions and environment, articulates government interventions on sanitation and sanitation programmes, and promotes the coordination of spheres of government and their roles in addressing sanitation problems, and ensuring that sanitation programmes are funded.

Despite service delivery the improvements that have been observed post-apartheid in rural settlements, the lack of basic services in Maswazini remain a matter of concern. The reality in rural areas is however different as people still do not have access to electricity, depend on fetching water from rivers and dams and the burden of collecting wood for light and fire which ultimately poses health threats and inadequate housing and sanitation. The primary objectives of legislation above aimed at making people a



priority when it comes to service delivery across all spheres of government, particularly local government as the sphere that is closer to the people. Municipalities must adopt an approach of fast-tracking service delivery and becoming more responsive (Ngidi and Dorasamy (2013: 31).

Failure to comply with these legislations and implementing programmes outlined in the IDP compromises the service delivery and meeting the basic needs of the people as mandated by the Constitution, the supreme law of the country. According to the results of the study, effort and improvement have been observed over the years, the Okhahlamba Municipality still strive to serve the Maswazini community with better services as per the local government statutory frameworks, however, there are still grey areas in the compliance with legislation that result in inability to supply adequate water and sanitation, housing and electricity.

## **2.5 URBAN AND RURAL DEVELOPMENT STRATEGY**

There is a need to align rural and urban development planning with service provision. In South Africa, development has been observed to be better in urban areas that have developed infrastructure and human settlements. This has led to disparity and imbalance regarding the provision of services in rural areas. Rural areas are provided with fewer services as compared to their urban counterparts since there is a limited tax base in rural areas. Marcus (2014:01) agrees that it is often said that cities are more developed than rural areas due to economic growth and modernisation that takes place in cities and has as its ultimate destination development by urbanisation. This effect has pointed out that service delivery interventions have only focused on excluding rural communities and should be built around rural paradigms.

Some of the reasons are that the origins of poverty in underdeveloped countries is characterised by aspects that includes insufficient entrepreneurial values, lack of advanced technology and economic growth. In order for these underdeveloped countries to meet the standards of well-developed countries, economic growth is a prerequisite. The main objective is to be achieved through industrialisation as the main driver of economic growth and poverty reduction strategy in developing countries. As

far as industrialisation is concerned, according to Duong (2016:1) countries like Vietnam have adopted industrialisation as a tool for alleviating poverty and employment creation. This is achieved through sub-sectors of industrialisation such as mining, manufacturing, and construction which Vietnam has made significant progress on and aspire to be a modern industrialised country by 2035. The gains of economic growth would escalate down to the masses of poor (Sechele, 2016:45).

Sechele (2016:46) also submits that the urban bias in development concept has gained support in development studies. Poverty and inequality attack many underdeveloped countries today. Many consider this as capitalism or exploitive international relations. The allocation of resources in urban and rural areas shows urban priorities and is not based on equity. In this case, many resources are allocated to the urban sector and does not produce high results as expected in that period of the financial year. Resources allocated in urban sectors help to improve economic growth and thereby less growth in rural economy and at the expense of the poor in rural communities.

## **2.6 ADDRESSING POVERTY THROUGH SERVICE DELIVERY**

Services are delivered as part of the development mandate of municipalities. The primary goal of municipalities is to render services that directly affect local residents. The majority of the poor, according to the IFAD report on rural poverty (2011:1), includes women, men and children who live in rural areas and they are subsistence farmers, fishers, herders and migrant workers and indigenous people whose daily struggles draw attention.

The World Bank Report (2006:1) emphasises that given all the interventions and gains that have been implemented, South Africa remains the highest on income inequality. Inequality is clearly shown through insufficient access to natural resources, an effective education system and a dual health system as well as other socio-economic dimensions. Poverty is visible to the human eye and is represented by shacks, homelessness, unemployment, casual labour, poor infrastructure and a lack of basic services. During the apartheid times, exclusion was based on race and class, therefore most of the energy of the liberation movement has focused on removing the enemy of

racial exclusion (Triegaardt, 2005:1).

Adelzadeh (2006:1) confirms that regardless of developmental plans and interventions every year half of the population continues to live in poverty. The estimates shown on the Development Bank of Southern African Report (2005:1) shows that millions of people in the country continue to live in poverty. Furthermore, poverty and inequality in South Africa is constituted by race, gender, spatial and age dimensions, therefore the centre of poverty lies with black Africans, women and black youths in rural settlements. The Human Science Research Council (2003:46) provided a statistical estimate of 11, 4 per cent of South Africa's population infected with Human Immunodeficiency Syndrome (HIV) in 2002. This HIV pandemic has negatively affected the workforce, children, families and industry, but most significantly has contributed to poverty and inequality. Vass (2006) stipulates that statistically, women between 20-29 years are mostly living with HIV and have given up seeking employment to shape up their lives and address the status quo of poverty.

Rural communities rely in cities for secondary services systems such as schools, post, telephones, agricultural expansion services, hospitals and other government services as specified by Mylott (2006:3). More opportunities for different means of technology, better roads, improved education and economic changes continue to increase the movement of people from rural to cities. As income from agriculture decreases from time to time, rural households are forced to develop more complex livelihood strategies that include both agriculture and non-agricultural income including remittances from seasonal and permanent migrants.

## **2.7 BASIC SERVICES PROVIDED BY MUNICIPALITIES**

The South African Constitution mandates municipalities to provide services to the people. Municipalities are important agents to address poverty reduction, unemployment and social capital. They can also be a factor in reviving tourism and other rural, non-farming enterprises. Local government, as the sphere closest to the people, delivers basic services as stated by the Local Government Budget Expenditure

review report by National Treasury (2011), including:

- Road infrastructure which roads provide the connections necessary for local markets to develop and facilitate the provision of services such as ambulances and policing.
- The supply of water services which has a great potential for stimulating small or large agricultural activities.
- The importance of electricity infrastructure cannot be over-emphasised. Besides improving the lives of the people, it can facilitate small business developments.

The government gives emphasis to the significant and active role that municipalities should play in addressing service delivery backlogs in accessing in rural areas. The following are the basic services that Municipalities must provide to communities as mandated by the Constitution:

### **2.7.1 PROVISION OF HOUSING INFRASTRUCTURE**

Municipalities are required make sure that communities in their municipal areas of jurisdiction are provided with and have access to proper housing infrastructure. The Constitution (1996) under the Bill of Rights chapter gives the rights to every citizen to have housing. However, Ross, Bowen and Lincoln (2010:433) provides that millions of previously disadvantaged citizens of South Africa still live in informal settlements that lack proper shelter and other basic services.

Ross *et al.* (2010:433) continues to say that housing infrastructure is still the biggest shortage in and outside South Africa. This developmental issue has become worsened due to the increase in urbanisation resulting in a greater growth of slum areas, informal, unauthorised settlements and overcrowding due to people moving from their hometowns to the cities for better opportunities. Moreover, poverty reigns throughout the country, especially in rural areas accompanied by a high rate of unemployment that

according to Westhuizen (2015:732) is seating at 87%, poverty rate at 59% and crime at 57% and a shortage of proper housing infrastructure.

Mtantato and Churr (2015:16) presented a comprehensive evaluation report on the housing demand in South Africa that seeks to understand and clarify problems facing the human settlement sector. Several challenges were brought to light including the lack of understanding of what constitutes housing demands, inefficient administration of titles deeds, preservation of incentives of housing subsidies and the insignificance of South Africa's own self-built housing initiatives compared to other developing countries. Statistics show that the government of South Africa, since 1994, has supplied more than 2, 5 million houses and another 1, 2 million service sites over this period (South African Institute of Race Relations Report, 2015:1). However, housing backlogs are still increased, and informal settlements have gone up from 300 to 2225, yet the quality of houses delivered is often very poor. Many people have been requesting government to transfer the housing subsidies straight to them as they could build better houses for themselves (SA Institute of Race Relations Report, 2015:1).

Housing is one of the biggest deficiency facing the government of the day and these challenges originate from not only the housing backlogs and the desperation of the homeless, but also from the bureaucratic, administration, financial and institutional framework from the apartheid government as stated in the White Paper on housing policy (n.d). To this effect, The National Housing Act of 1997 emphasises that municipalities must take steps in ensuring that their integrated development plan reflects a holistic approach to housing development and service delivery, and make sure that the people in their area of jurisdiction have access to housing, and that municipalities participate in housing development.

According to the RDP (1994:26), insufficient housing and basic services in rural areas has reached crisis proportions. Section 26(1) and chapter 2 of the Constitution states that: "everyone has a right to have adequate housing and the state must take reasonable legislative and other measures within its available resources to achieve the progressive realisation of this right". Housing Act (No. 107 of 1997) points out that national,

provincial and local spheres of government must prioritise the needs of the people in respect of housing development.

According to the housing sector plan for Mogale City (2011-16), the provision of housing is established on the principles to promote economic development, environmental sustainability, and urban integration and create sustainable communities where people live in human dignity. The plan lists the following major challenges in providing adequate housing in South Africa:

- 1) Upgrade of informal settlements in rural and urban areas.
- 2) Unavailability of land for housing development
- 3) No sustainable human settlements in rural areas
- 4) Facilitation of the creation of integrated and sustainable human settlements in urban areas
- 5) Revitalisation of old townships
- 6) Promotion of medium density housing; and
- 7) Spatial integration primarily through infill development.

#### **Delivery of housing in rural and urban areas since 1994**

Housing backlogs in 1994 were challenging and constituted by the unavailability of proper housing in both rural and urban areas. The South African Government News Agency (SAGNA, 2014) reported that opportunities for black people to purchase and own land were very slim. This created a highly distorted property market, with a functioning market for a white minority and a series of black rental housing for black Africans in urban areas. The agency continues to indicate that housing conditions were constituted by overcrowding of existing public housing and immigration. Others found themselves building shacks in growing illegal informal settlements which rapidly expanded (SAGNA, 2014).

The government conducted a 20-year review to look at housing delivery and human settlement after almost two decades of democracy. The 20-year review report by Van Der Bly (2014) indicated that the delivery of 5,677,614 houses by government has resulted in a shift in the number of people living in formal housing. The achievements

made on housing since 1994 has been significant in that an estimated value of the property market based on housing investment is R300 billion. However, improving human settlement is still required with consideration of how housing and human settlement could be designed to address socio-spatial justice and fairness for poorer people (Van Der Bly, 2014).

Various programmes have been implemented to improve housing delivery since 1994. These programmes include the reconstruction development plan which focuses on delivery of high-, medium- and low-cost housing, and the breaking new ground plan that provides for the development of sustainable human settlement. The breaking new ground policy (2004) provides that the housing department lack the supply of affordable land for low cost housing which has resulted in the housing programme extending existing areas. Post-1994, extensions to settlements have generally lacked the qualities to enable a decent quality of life of the people.

### **Housing Policies and Procedures**

- **The Reconstruction and Development Programme (RDP)**

The RDP was the democratic government's post-apartheid reconstruction policy that sought an integrated socio-economic progress as outlined in reconstruction and development policy (1994). The consequences of apartheid left many citizens poor with no proper homes, while many others stayed in shacks. The government, through the Reconstruction Development Programme (1994) introduced low-cost housing projects and embarked on the development mission of building houses for the poor. The white paper on sanitation (1994) indicated that the insufficient basic services is the key symptom of poverty and underdevelopment. The provision of services must be part of a development strategy that would be successful. The white paper continues to outline that the RDP is more than a detailed list of items in terms of services needed to improve the quality of lives of the people of South Africa, it is a programme designed to achieve this objective in an integrated and sustainable manner.

- **The Social Housing Policy**

The social housing policy (2008) provides guidelines concerning the provision of social housing and clarifies the stakeholders involved in social housing programmes. The objectives of the policy are to achieve sustainable social housing, outlining the functions of all three spheres of government in social housing, provides for the establishment of a housing authority to regulate social housing institutions, sourcing of funds, and to give recognition to social housing institutions. The social housing policy is described as a programme that aims to create affordable rental housing stock in South Africa's major urban areas that frees its occupants from on-going government dependency (Social housing policy, 2008).

- **The Breaking New Grounds Policy 2004**

The Breaking New Grounds (BNG) policy was published by the Department of Human Settlement in 2004 as a comprehensive plan for sustainable housing to address the limitations of the housing policy (focusing on housing only, not on human settlement broadly). The BNG aims to develop sustainable human settlements and quality housing for different income groups. The Department of Human Settlement through the BNG programme seeks to address issues of housing demand across South Africa that are caused by the following:

- Urban population increase due to urbanisation and natural population growth
- An increasing number of households in both urban and rural areas
- The changing nature of housing demands plus the provision of inadequate housing.

The BNG (2004) policy also expressed that it seeks to address the issue of slow delivery of all categories of high-, medium- and low-cost housing. The slow delivery of houses in the past was attributed to factors such as:

- The identification, acquisition, assembly and release of state owned and private land.
- The gaps between the introduction of new policy measures and legislation including the lack of institutional coherence around key aspects such as the introduction of beneficiary contributions.



- Excessive disruption by policy shift and uneven policy application.
- The lack of capacity that is more experienced in local government. The ability of local government to facilitate housing development is threatened by the lack of capacity to employ innovative policies, acquire affordable land and sustain a dedicated group of officials.

The BNG policy's (2004:9) new vision entails a plan that is needed to shift and improve existing systems to move towards more responsive service delivery. It further outlines a plan to reinforce the Department of Housing to actively encourage an integrated society through the development of sustainable human settlement and quality housing, and commits itself to achieving the following objectives:

- Delivery of housing as the main strategy to alleviate poverty
- Using provision of housing as a job creation tool
- Reduce crime rate, encourage social cohesion and improve the quality of life of the poor
- Leverage growth in the economy
- Using housing as a development foundation of sustainable human settlements.

Crucially, the Breaking New Ground approach to sustainable human settlements argues that it is critical for people and the people that benefits from housing programmes to be organised and to collaborate with government in the implementation and execution of new human settlements. According to the Langeberg Municipality (2015) article on the BNG policy, it shifts focus from ensuring housing delivery to making sure that housing is delivered in settlements that are both sustainable and habitable.

### **2.7.2 PROVISION OF WATER AND SANITATION SERVICES**

Water is a natural resource and must be available in a safe and sustainable manner to all citizens (RDP, 1994:32). The Water Services Act (No. 108 of 1997) outlines the right to access the supply of water services and sanitation facilities necessary to secure clean water and an environment that is not harmful to the health and wellbeing of

people. It further provides for the development and establishment of water board and water committees; development of water services plans and a regulatory framework for water services institutions. Local government is acknowledged as the main role player in water supply and services as water a basic need provided by local government. The main role of municipalities according to Mokonyane's (2017) article, is the constitutional responsibility to provide adequate water and sanitation to all citizens.

Water is a basic need that people cannot live without, therefore access to water is an essential need and a human right. Municipalities are mandated by the Constitution, (1996) to provide safe and clean water to their communities and it further stipulates that the responsibility for the provision of water services lies with local government. In support of municipalities in the implementation of water supply services, the national and provincial department of water and forestry plays a direct role in the provision of water supplies to local communities and implements programmes that aim to make sure that all South Africans have access to an adequate water supply and a safe and proper sanitation facility in each household (Rural Development Framework, 1997).

Water is crucial for the health and living standards of rural people and for the development of land and other enterprises including manufacturing, recreation and tourism. It is a natural resource that should be made available and easily accessible to all South Africans, (Reconstruction Development Plan, 1994:32). Bir (2000:71) raised a point that the key issue regarding the provision of services is charging fees for basic services. He states that there is agreement around the limitations on the proportion of revenue which can be raised through charges, but the difficulty is of creating a manageable exemption scheme based on the poverty criteria, and therefore the need for basic services to be free at a point of delivery. However, this has been implemented unevenly and there are good reasons, namely downward accountability and service effectiveness for maintaining charges in many cases.

Sanitation services which ensure community wellbeing, reduce healthcare costs and improve household productivity entails a focus on infrastructure and appropriate health education. The Cape Times newspaper article (2014) reported that South Africa continues to be unable to provide safe sanitation for its citizens. The backlog of housing and sanitation infrastructure is still huge. Poor basic service delivery has become the cause of disagreement that has resulted in dissatisfaction, and protests by communities in order to draw the attention of government with the hope of exerting pressure on local authorities to provide them with safe, proper sanitation facilities. The Cape Times (2014) also reported that adequate sanitation is vital to good health and preventing the spread of diseases like diarrhoea, cholera, polio, intestinal worms and typhoid.

The provision and easy access to sanitation facilities can decrease the burden of disease and health costs. Improved health on the other hand gives rise to improved educational achievements and economic outputs which thus helps to alleviate the high poverty rate in the country. Provision of safe sanitation can also reduce the dispersal of sewage into the environment and protect South Africa's vulnerable sources of water. Govender, Barnes, Pieper and Clarissa (2011:4) present that getting adequate water and proper sanitation is a basic human need that display a serious challenge to underdeveloped countries. In South Africa, these challenges are mostly caused by the increasing rate of urbanisation constituted by migrants from rural areas, and the greater expansion of informal settlements. Environmental pollution and hygiene are always related to poverty and sanitation.

The national sanitation policy (1996:4) states that sanitation for households mean much more than building toilets. In fact, according to this policy, the important requirement for safe sanitation is the disposing of human excreta, dirty water and household refuse. Crucial to this is the way people think and behave, in other words are people hygienic and do they practise healthy habits? The national sanitation policy (1996) further points out that sanitation development and improvement is aimed at the individual, the home and the community, which must include health and hygiene education as well as improved toilet facilities, water supply and methods of removal

of dirty water and household refuse.

The White Paper on Sanitation (1994) sets out the objectives concerning the supply of water and sanitation services. In wealthy municipalities and towns, the development and supply of water in greater quantities required for water-borne sewage services is evident. Local authorities in some areas have undertaken water-borne sewage development, but in many places the bucket system is still used today, particularly in rural areas where the situation is worse with very low levels of services provisions.

With the enactment of the Municipal Systems Act 932 of 2000, it is now possible for local government to assume the holistic responsibility for ensuring water and sanitation services are provided as stipulated in the Constitution. With these advancements, several challenges according to the National Sanitation Policy (2016), have been identified and require sanitation policy review. There has been a need to review sanitation policy and address the element of the changed service delivery priorities. The National Sanitation Policy considers various aspects including positioning and advancing sanitation across the sanitation value chain, namely, the collection and removal of excreta and domestic wastewater (National Sanitation Policy, 2016).

The Mail and Guardian (2014) reported that without adequate sanitation facilities, people will continue to be faced with a challenge of indignity and violence of poverty. A lack of water also affects human rights such as right to dignity, education, health, safety and the environment. The Local Government Budget and Expenditure Review (2011) states that in order to extend and sustain access to basic services in rural areas, a clear direction and a new consensus needs to be forged with rural communities concerning the use of appropriate and affordable technologies. It also mentions that in many rural areas, networked services such as water-borne sewerage and piped water are simply too expensive to install and unaffordable to operate. This needs to be recognised, and alternative technologies implemented to optimise access given the existing affordability levels, and the availability of resources.

The supply of water infrastructure - depending on the nature and scale of technology - has great potential for stimulating small- and large-scale agricultural activities (The Local Government and Expenditure Review, 2011). Nleya (2008:274) states that everyone depends on water to survive either than being used for drinking, food preparation and personal hygiene. Water is crucial for industry, agriculture, generating power and energy, as well as for spiritual, aesthetic and recreational purposes. The insufficient of water services, including the problem of collecting water from distant sources and the higher prices charged by water vendors poses a negative effect on livelihood coping mechanisms, especially in the rural areas (Nleya, 2008:274)

### **The inter-governmental arrangement of water provision**

The Constitution provides that the three spheres of government are distinctive, interdependent and interrelated. The national, provincial and local government works together ensuring effective service deliver. The collaboration of the spheres of government is of paramount importance in ensuring and fast-tracking service delivery as the local government depends mostly on provincial and national government for strategic leadership and development. In respect of water supply services, the national and provincial department of water affairs and forestry and municipalities are the role players in the water services sector (National Treasury, Local Government Budget and Expenditure Review Report, 2011).

The National Treasury on local government budget and expenditure review (2011) reported that the national and provincial government has repositioned itself to spearhead the policy development, regulation and support functions of water supply services. It further stipulates that the national department of water affairs and forestry has phased out the role of implementing water services and functions and shifted the role to municipalities. The Parliamentary Monitoring Group report (2009) on the support provided by the department of water and environmental affairs states that the department has transferred water service delivery to municipalities so that they can provide a water supply whilst the department offers strong strategic leadership and support, policy development, water security, partnership, regulation and information.

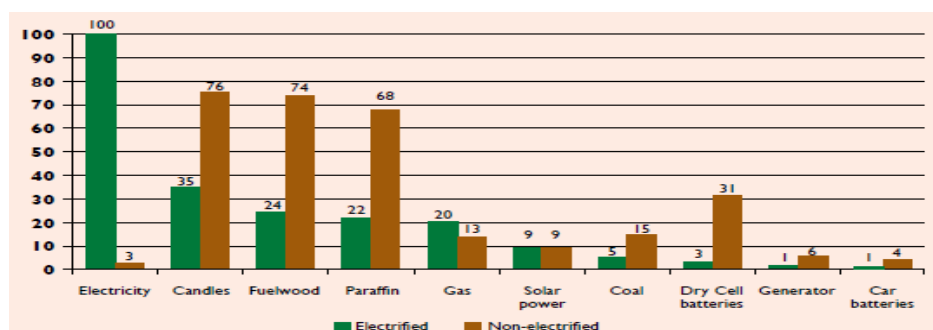
In terms of municipalities, the local government budget and expenditure review report (2011) presented by National Treasury the two-tiered local government requires powers and functions to be divided according to the classification of municipalities, category B being local municipalities and category C which are district municipalities, to avoid duplication and coordination problems. According to the report in as far as inter-governmental relations is concerned, there is a sharing of the water services function between the two-tier local government (district and local government).

Section 156 with schedule 4-part B of the Constitution empowers district municipalities to administer water services and sanitation services and ensure that people have sustainable water services and sanitation.

### 2.7.3 THE PROVISION OF ELECTRICITY AND ENERGY

Rural and remote areas still struggle to gain access to electricity. People in rural areas depend on wood fires and dangerous chemicals to produce light. The publication on Sustainable Energy Africa (2014) provides that South Africa may have strong policies on energy, however despite these efforts the country still suffers from a high level of insufficient energy 20 years into democracy. However, if the country is to address the issue of insufficient energy in rural settlements and reach its goal of easy access to electricity, policies, regulations and tools to support energy service delivery need to be reviewed constructively. The publication also confirms that millions of households continue to use and rely on unsafe, unhealthy sources of energy (Sustainable Energy Africa, 2014).

Figure 1: Main sources of energy in households – rural areas



(Source: Department of Energy (2013))

The graph above by the Department of Energy survey on energy related behaviour and perceptions in South Africa (2013) present a summary of the main sources of energy used to fulfil primary household activities particularly in rural areas

The RDP (1994:35) states that although energy need and a vital on livelihoods, a majority of South Africans depend on inferior and expensive fuel. Rural women still collect woods to make fire which is an inefficient and unhealthy fuel (RDP 1994:35). The importance of electrical infrastructure cannot be over emphasised and besides improving the lives of people, it can facilitate small business development.

The White Paper on Energy Policy (1998) in South Africa is based on the following objectives:

- **Access to affordable energy services**

Government should promote access to energy for rural areas, small businesses, farms and communities.

- **Improving energy governance**

The objective relates to the various roles and responsibilities by governance institutions, whereby stakeholders should be consulted and have an input on the formulation and implementation of energy policies to ensure that they are aligned with their needs

- **Stimulating economic development**

Government must ensure that energy prices are as cost effective and affordable as possible. It must work towards an investor friendly environment in the energy sector through good governance, transparent, stable, regulatory regimes and other appropriate policy instruments

- **Managing energy related environmental and health impact**

Government should promote access to energy services for the disadvantaged households in order to eradicate harmful health impacts that arise from the utilization of certain dangerous fuels.

The local government budget and expenditure review (2011) reports that electricity plays a significant role to better the lives of the people. Apart from the social benefits, it is also a factor in driving the economy, for instance, from communication to transportation. Section 153 of the constitution (108 of 1996) points out that the role of the municipality includes the provision of electricity reticulation to communities in a manner that is sustainable and promote socio-economic development.

The Department for International Development (2002) outlines that a not having adequate, affordable, reliable, safe energy compromises development. Communities without that access, even to meet their basic needs of survival, is staggering. According to the report, billions of people lack clean, safe cooking fuels and must depend on traditional energy sources. Many already pay more for energy than those better off due to inefficient technology. Energy is not just about electricity, neither is electricity always the best energy source for all needs, biomass, kerosene and other sources are important too. It is important that energy alone will not eradicate poverty, but it does have a role to play alongside other things such as raw materials, finance and local skills.

## **2.8 PUBLIC PARTICIPATION IN SERVICE DELIVERY**

Oni (2015:1079) describes “community participation” as the involvement of people in the decision and matters that concern their lives and wellbeing. It includes active participation in their needs’ identification, solution planning and implementation by government. On the other hand, the National Framework on Public Participation (2007) defines public participation as “an open, accountable process through which individuals or groups within the selected communities can exchange views and have influence and impact on decision-making”. Municipalities in local government must take cognisance of the issue of public participation, as it is a crucial concept that allows people and gives them a platform to raise their views and give ideas that will influence service delivery decisions by the municipality.

This, in turn provides municipalities with concrete knowledge and information of what people on the ground expect in terms of services needed and thereby make informed



service delivery decisions that will address the needs and interests of the people, thus improving their standard of living and wellbeing. The RDP (1994) provides a distinctive idea that participation with an understanding of development is about active involvement and growing empowerment as opposed to the delivery of goods to the citizens. The benefits of participation as described by Friedman (2006) are broadening and deepening democracy by ensuring that people are engaged and fully involved in making and influencing government decisions.

Matshe (2009:31) provides amongst many, methods of public participation in local government which include:

- **Publications** – These are documents and materials published by municipalities containing information about the municipality and its services.
- **Establishment of forums** – A group of people appointed by the people to represent a stakeholder affected by an issue at that time.
- **Establishment of ward committees** - Ward committees are established to improve public participation in government functions. In this way, the public can provide feedback on the quality and level of services offered they receive.
- **Public hearings** – a forum in which stakeholders can make formal statements about the issue at hand.
- **Public meetings** - municipal leadership conduct meetings in each area to listen to the people, record comments, criticisms, concerns, opinions and develop responses.

In local government, municipalities act as drivers of service delivery and are closer to the communities, participation has been particularly emphasised as a central element of a pro-poor. Developmental local government with the institutionalised space of the IDP highlights as “the key mechanism for hearing local voices, engaging local energies, and ideally aligning budget and delivery decisions with local needs rather than the other way round” (Marrais, Evaratt and Dube, 2007:2).

The White Paper on Local Government (1998) entrenches community participation in the following principles:

- Ensure accountability
- Allow citizens to have input in government decisions
- Allow service customers to have an input in service delivery
- To give civil society the opportunity to form partnerships with government in order to mobilise resources

In addition to the importance of public participation at a local level, the Municipal Structures Act (117 of 1998) mandates local government to establish statutory ward and structures to ensure public participation and requires annual reporting on the involvement of communities and organisations in local government affairs.

Masango (2002:54) outlines the critical factors necessitating public participation in good governance which include:

- **Provision of information to policy makers and implementers**

Policies are made on behalf of the public by policy makers; therefore, it is necessary for them to know and understand the needs and interests of the society. This is achieved through consultation and having information from the public about their service delivery needs.

- **Provision of information to the public**

In terms of the Constitution (1996), local government exists to provide basic services to communities in a manner that is sustainable. For smooth service delivery to occur at local government level, the public should receive information about services they are to receive; otherwise, they may resist and/or reject the delivery of such services. This would inform the public on how municipality intends to serve them.

- **Promoting responsiveness to public needs**

Participatory democracy in South Africa requires policy makers and officials to be

responsive to public needs. Responsive Government is the one that is attentive to the basic needs of the people and fulfils them. It also means that there should be appropriate settings for free and fair elections, open to public debate. However, there are mechanisms that support public participation so that the public can express its concerns. In return, public officials must respond to their needs and demands, and use those concerns as inputs to their policy agenda for further recognition during policy formulation. Methods of participation such as consultation and committee meetings could contribute towards enhancing the responsiveness of policy makers and public officials to the public's needs.

## **2.9 CHALLENGES OF BASIC SERVICE DELIVERY**

The provision of sustainable basic services to the public is a priority of the Constitution of South Africa. However, in the rural areas, the lack of basic services, particularly housing, electricity, water and sanitation in communities poses major challenges in terms of the wellbeing of the people and compromises social and economic development. In the rural areas, according to Momba, Tyafa, Makala and Brouaert (2006:720), drinking adequate, health water is often poor and could not be considered safe. Concerning electricity, Torero (2014:1) argues that electricity alone cannot create all conditions of economic growth, but it is important for human needs and activities. Access to electricity improves socio-economic conditions through its influence on poverty, health, education and the environment. Kandker, Barnes and Samad (2009) agree that a lack of access to energy and electricity is one of the major challenges in as far as economic development is concerned. According to Pueyo and Hanna (2015), a lack of electricity hinders economic growth as it is crucial for enterprises in terms of increasing productivity, income and employment whilst reducing workloads. However, electricity in poor communities is mainly used for lighting.

Sesani (2005:240) mentions that inadequate sanitation results in the utilisation of the bucket system, unimproved pit toilets and the bush. There is a growing number of poorly designed sewerage systems and when these fail it poses health challenges to the communities and pollution of the environment becomes extreme. Sanitation problems in South Africa are represented by inadequate excreta disposal facilities and

unhygienic practices. These unhygienic practices are often related to a lack of access to health and hygiene education, lack of water supply, poor sanitation facilities and other domestic waste, and inadequate facilities (Sesani, 2004:24/25).

Poor sanitation causes the spread of health problems. Various health diseases are spread through inadequate sanitation. These includes viruses, bacteria, protozoa, and worms. The Water Service Act (1997:13) mentions that diarrhoea is the leading disease in South African children. The white paper on basic Household Sanitation (2001:7) affirms that adequate basic household sanitation facilities can have health benefits to communities. It further highlights the effects of pollution, which include, waterborne diseases, blue baby syndrome in bottle-fed infants and excessive growth of aquatic plants which are toxic, and the depletion of oxygen in the water.

Regarding housing infrastructure, Govender *et al.* (2011) outlines that the strain imposed on municipal services by densification of unofficial backyard shacks often creates unintended health risks. Furthermore, the backlog of housing is close to one-fifth of households living in informal settlements.

## **2.10 IMPLICATIONS FOR GOOD GOVERNANCE**

The United Nations Development Programme (UNDP) gives a broad definition of good governance in that its primary goal lie in how effectively government serves the interests of the people. Good governance aims to promote better service delivery through the economic, efficient and effective use of resources, accountability and influence in decision-making, increase of local government performance and tackling misconduct (Ali, 2017: 2). In order to achieve good governance in local government, the affairs of municipalities must be conducted in a manner that addresses the needs of the people and they must equally benefit from the services delivered. According to Ali (2017:10), good governance is viewed as the effective management of human, natural, economic and financial resources in the drive towards sustainable service delivery.

Thompson's (2018) paper on good governance mentioned that governance involved many role players including government, civil society, non-profit organizations, associations and private sector institutions. In order to ensure effective operations to achieve good governance, the following principles of good governance, according to Thompson (2018), must be taken into consideration:

- Participation
- Accountability
- Transparency
- Fighting corruption
- Legal and judicial framework

The government should ensure that it reinforces these principles in their operations and affairs in order to promote good governance whilst addressing the basic needs of the communities.

## **2.11 CONCLUSION**

This chapter provided literature background and context of local government and service delivery. It highlighted different legislation related to service delivery at a local sphere of government, the urban and rural development strategy. It gave an overview of how service delivery addresses and alleviates poverty in rural settlements, the basic services provided by local government as per its mandate and authority. The chapter also highlighted the service delivery challenges, the importance of community participation in local government and its implication on good governance.

In the next chapter three, the focus will be the research methodology used in this research.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1. INTRODUCTION**

This chapter describe the methodology followed by the researcher in the process of carrying out this study. The discussion includes the study design, research approach, area of study, population, sampling methods, data collection instruments, data analysis and limitations of the study. The researcher collected data for this research from September to December 2018, covering the period of three months. The focus area was at Maswazini settlements, Okhahlamba Municipality and the Department of Rural Development and Land Reform. The main language spoken in the Maswazini area is IsiZulu. To overcome the language barrier in communicating with respondents, the researcher and the service of research assistants was used to translate and interpret English into isiZulu when gathering data.

#### **3.2 THE STUDY AIMS AND OBJECTIVES**

The study aims to critically examine the challenges of service delivery in the Maswazini rural area, with specific reference to housing, electricity, water and sanitation. In addition, the aim of this study is to explore the impact of isolation from basic services and the challenges faced by the Maswazini community in terms of basic services. In order to address the aims of this study, the following objectives must be achieved, which seek to:

##### **Primary objective**

- Exploring service delivery challenges affecting Maswazini residents

##### **Secondary objective**

- Determine the methods and strategies used to provide basic services such as water, electricity, housing and sanitation in the Maswazini rural area.
- Assess the availability, accessibility and quality levels of these services in Maswazini.

- Ascertain the engagement of the people of the Maswazini rural area in the provision of services, and
- Recommend a practical approach for improving the provision of service delivery at the Maswazini settlement.

### **3.3 RESEARCH QUESTIONS**

Key research questions that were answered in the research are as follows:

**Primary question is:**

- What are the service delivery challenges that the Maswazini community experience?

**Secondary questions are:**

- What is the current status of basic service delivery in the rural areas?
- To what extent are the services at Maswazini accessible and available?
- What are the available methods to engage communities to be a part of service delivery?
- What are the strategies that can be recommended to improve service delivery in the Maswazini rural area?

### **3.4 AREA OF THE STUDY**

The study was conducted in Bergville – the Maswazini rural area (Kwa Smahla, Ward 14) under Inkosi Shabalala (Traditional Leaders) and Okhahlamba Municipality that forms part of the Uthukela District Municipality in Kwa Zulu-Natal. Bergville neighbours Ladysmith and Estcourt in Northern KwaZulu-Natal. Bergville has a population of 57, 1067, of this population 7,000 people reside in the Maswazini area (Stats South Africa, Census 2011).





basic services, shed light on similar cases, and provide a level of generalisation.

### 3.6 RESEARCH METHODOLOGY

The study followed the paradigm of a mixed method approach. Neuman (2012: 42) mentions that most case study research is qualitative, but it does not have to be. By contrast, almost all cross case (or non-case) research is quantitative. Therefore, a mixed method approach was suitable in that case studies are appropriate when conducting research into events where the objective is to study humans, systems, individuals, programmes and events.

According to Creswell (2016:4), a mixed method research involves the collection qualitative and quantitative data. Creswell (2016:4) further explains that merging both methods provides an in-depth understanding of the research problem than either approach alone. Wagner, Kawulich and Garner (2013:161) define mixed-method research as a collection or analysis of quantitative and qualitative study in which data is collected concurrently or subsequently, are given a priority and involve the integration of the data at one or more stages in the process of research.

The reasons for adopting the mixed method approach are attributed to the following characteristics by De Vos, Fouche and Delport (2011: 440):

- **Explorative** - which allows the researcher to explore a phenomenon using qualitative data before measuring or testing it quantitatively. The results of qualitative data can help develop or inform the quantitative data.
- **Explanatory** - The researcher collects and analyse data of quantitative data followed by the collection and analysis of qualitative data. The purpose is that qualitative data help explain or build upon initial quantitative results from the first phase of the study.
- **Triangulation** - where the researcher uses both qualitative and quantitative methods during the same period and with equal weight to best understand the

phenomenon of interest.

- **Embedded design** - where the researcher needs to embed qualitative data within a dominant quantitative experimental design by collecting qualitative data, through interviews with the respondents, in order to follow up on the results of the experiment.

The study utilised a mixed method approach which, according to Creswell (2016:14), is a method that involves the integration of qualitative and quantitative research approaches and focuses on collecting, analysing and mixing both research approaches in one or more studies. In addition, mixed method consists of the following approaches:

***Quantitative research approach*** according O’Leary (2017:134), is an approach that is reliant on quantified, numeric data. It is often tied to assumptions related to realism, empiricism and positivism. Quantitative research method provides a statistical description of trends and opinions of a population by studying a sample of that population. From the sample results, the researcher generalises or draws inferences to the population (Creswell, 2016:156). Questionnaires were prepared and administered to residents of Maswazini and municipal employees in order to collect quantitative data and statistics on the provision of basic services, particularly housing, electricity, water and sanitation.

***A qualitative research approach*** was also used in this study. O’Leary (2017: 142) describes this research as being highly reliant on words, images, experience and observations that are not quantified. This approach is often tied with assumptions related to relativism, social constructivism and subjectivism. Creswell (2016:184) provides that qualitative approach relies on text and image data, has unique steps in data analysis and draws on diverse design.

Interviews with respective employees from the Department of Rural Development and Land Reforms were conducted in order to understand their views and perspectives on

basic service delivery, the efficiency and effectiveness of basic services.

Table 1: Highlights the distinction between qualitative and quantitative approaches

<b>QUALITATIVE APPROACH</b>	<b>QUANTITATIVE APPROACH</b>
Inductive- generates theory from data	Deductive- concerned with the measuring and testing of theory
Interpretivist	Natural science model – positivism
Constructionist	Objectivism
Emphasises words rather than number and statistics when collecting and analysing data	Emphasises numbers and statistics than words when collecting and analysing data
Rejects practices and norms of the natural scientific models and positivism in particular	Incorporates the practices and norms of the model of the natural sciences and of positivism in particular
Views social reality as both constantly shifting and emergent, as interpreted by individuals	Embodies a view of social reality as an external objective reality

Source: Bryan, Bell, Hirschsohn, Dos Santos, Du Toit, Masenge, Van Aardt and Wager (2014: 29)

The table indicates the sort of research approach that was used in this study, the combination of both qualitative and quantitative approaches. Both approaches are distinctive in nature as the quantitative method in this study was used to measure the level services and the challenges within Maswazini area in Okhahlamba whereas the qualitative approach was used to describe and investigate the depth of challenges of service delivery that Maswazini residents experience and the impact thereof. The common factor between the two approaches is that both are aiming at providing an in-depth explanation of the problem at hand.

### 3.7 RESEARCH DESIGN

Gray (2016: 128) defines the research design a strategy for collection, measurement and analysis of data. A research design describes the purpose of the study and questions being addressed, an instrument to be used for collecting data, sampling methods to be used and how data is going to be analysed. A research design offers a structure that guides the use of research method and analysis of data and provides a framework for collection and analysis of data (Bryan *et al.*, 2014:100).

#### 3.7.1 Types of research design

Types of research as discussed by Bryman *et al.* (2014:101) are classified as follows:

- **Experimental design** – This type of design includes laboratory experiments and field experiments; the former taking place at the laboratory and the latter in a real life setting. This design was introduced for researchers to use as a true experimental result with strong validity and trustworthiness of casual findings.
- **Cross sectional design** - This design is associated with the social survey but includes many research methods such as observation, content analysis and statistics.
- **Longitudinal design** - Is used to map change and contextualise the mechanisms and processes through which change in organisations is created. It analyses phenomena vertically and horizontally to establish interconnections between those levels.
- **Case study design** -It involves an intensive analysis of one or more cases the researcher wishes to study and provides an in-depth analysis of the chosen phenomenon. The intention of the researcher was to describe the situation and the state of basic service delivery in the rural area of Maswazini, without any intention of generalising the findings.

### 3.8 TARGET POPULATION OF THE STUDY

Target population, according to Daniels (2017:4), is a set of elements, human or events to which the researcher wishes to apply the findings of the study. Daniels (2017:6)

continues to state that before the target population is identified in the research study, it is important to determine the nature of the target population in terms of size, accessibility and spatial distribution.

In relation to this research study, the target population was Okhahlamba Municipal employees, the employees from Rural Development and Land Reform and Maswazini residents as beneficiaries of services from the government. The study comprised of 100 males and 100 females from the Maswazini community, 20 municipal officials from the Okhahlamba Local Municipality and 15 employees from the Department of Rural Development and Land Reform.

### **3.9 SAMPLING TECHNIQUES**

#### **3.9.1 Defining the Sample for the Study**

Nishishiba, Jones and Kraner (2014:74) states that a sample involves identifying humans, events or instruments from which the data that is needed for the study will be collected. Furthermore, the process of identifying a set of people or participants for the study is called sampling. Meanwhile O’Leary (2017:203) opines that sampling is the process of selecting elements of the population to be included in the study. Nishishiba *et al.* (2014:75) commented that researchers use sampling to get information that can be used to draw conclusions about the whole population of interest in order to save time and resources and test the feasibility of the study.

#### **3.9.2 Sample Size of the Study**

The sample size of the study comprised of 235 participants, 200 being males and females from the Maswazini area, 20 municipal employees, and 15 employees from the Department of Rural Development and Land Reform.

According to Nishishiba *et al.* (2014:77), it is generally stated that a large sample size increases the level of confidence and that the sample is more representative of the population’s interests and the results or conclusions of the study are likely to be more accurate and form better predictions than in a smaller sample.

### 3.9.3 Sampling Techniques

Trochim, Donnelly and Arora (2018:80) provide that sampling is constituted by a small number of selected units, more often people, groups or organisations from the population of interest. Moreover, sampling methods are categorised into two broad categories, namely, probability and non-probability sampling.

According to Trochim *et al.* (2018:85), ***probability sampling*** utilises some form of random selection, there is a possibility of the population being selected to participate in the study, and the selection is based on some random procedure. With ***non-probability sampling*** the researcher may or may not represent the population well and it would be hard for the researcher to know how well he or she has done. In summary, the probabilistic sampling involves the random selection of participants and with the non-probabilistic sample; it does not involve random selection (Trochim *et al.*, 2018:85).

In this study, the following sampling techniques (which are non-probability) were used to gather data and information.

#### 3.9.3.1 Purposive sampling technique

Purposive sampling was employed in the study. According to Nishishiba *et al.* (2014:84), the purposive sampling technique selects the sample by targeting categories of interest within the population. Nishishiba *et al.* (2014:84) emphasises that this technique allows the researcher to focus on certain issues and can be useful to gather information on different cases. Trochim *et al.* (2018:87) suggest that in purposive sampling, the researcher chooses samples with a purpose related to the kind of participant being looked for, and purposive sampling can be useful in situations where the researcher needs to reach a targeted sample quickly.

Key informants within the Okhahlamba municipality and the Department of Rural Development and Land Reforms were selected based on their knowledge of the provision of basic services, as they were able to provide ‘expert’ information about their fields.

### **3.9.3.2 Snowball Sampling Technique**

Snowball sampling, according to Trochim et al (2018:90), is where the researcher points out people who meet the requirements of being included in the study and seek referrals and ask the participants to recommend others, they know whom useful information might have required for the study. Snowball sampling is useful when the researcher is trying to reach the population that is not easily accessible or hard to find.

The selected Maswazini residents were considered as key informants as they provided a valuable source of information concerning the history of the area, the 'struggle' for service provisions and facilities in the area, the challenges people experience and the needs and aspirations of the community. Once the researcher had identified one or two such persons and interviewed them, they were requested to suggest the names of other people who have a wealth of knowledge and would thus be a valuable source of information within the Maswazini area. This was done because the researcher was not familiar with the area and the people of Maswazini.

## **3.10 DATA COLLECTION METHODS**

Data collection according to Moyo (2017:285), constitutes the process of gathering information about the situation, problem or event. It is a fundamental component that provides an analytical basis in the quest for answers to a given research problem. In order to collect research data, Moyo (2017:286) provides data collection instruments that can enable the researcher to collect comprehensive data related to the research study. The main goal for collecting data in a research study is to contribute to generating new knowledge and understanding the existing situation better. Ajayi (2017:2) outlines that the collection of data is a crucial stage in the research's statistical analysis. Furthermore, data can be gathered in different methods classified as primary and secondary data.

- **Primary data**

Ajayi (2017:2) describes primary data as information that is collected for the first time by the researcher. It is collected with the aim of getting solutions to the problem at hand and contains factual and original data. The term 'primary' data is

therefore referred to as data that is collected by the researcher for the first time and consists of data sources including surveys, interviews, and questionnaires (Ajayi, 2017:2).

- **Secondary data**

Ajayi (2017) describes this category of data as that which is already collected or produced by others and refers to it as the analysis and interpretation of primary data. Secondary data is collected for any purpose and involves the collection of data that already exists. Contrary to primary data, secondary data includes sources of data such as government publications, websites, books, journal articles.

Primary and secondary data was collected in this study. This research included the following:

- A review and evaluation of relevant literature pertaining to the provision of services in rural areas. It provided an insight with regard to the type of services that are provided in rural areas.
- Developed relevant questions answered by key informants regarding the provision of basic services. This revealed their attitudes and behaviour towards the basic service delivery needs.
- An examination of existing legislation, and policies regarding the delivery of services in the rural areas. This examination revealed the intentions of government regarding the provision of services. It also revealed the rights that rural people have regarding access to basic services.
- The study integrated both the quantitative and qualitative methodologies to gain as much data as possible in order to obtain a greater understanding on the impact that the current provision of services has on the lives of the people.

The following data collection instruments were used in this study:



### 3.10.1 INTERVIEWS

An interview is another primary technique of collecting data whereby the researcher meets up with the respondent for a face-to-face kind of an interaction. Interviews gives the researcher an opportunity to interact with the respondents and capture insight; in-depth data (Nishishiba et al 2014:101). Trochim et al (2018:193) mentions that interviews require personal sensitivity, adaptability as well as the ability to stay in the bounds of the designed protocol. Bryman et al (2014:216) mentions that by standardising what questions are asked and how the answers are recorded, the researcher can minimise the variations in people's replies that are not due to 'true' or 'real' variation.

In short, Nishishiba (104:101) describes interviews as:

*"A kind of conversation, a conversation with a purpose"*

For this research study, semi-structured interviews were used to collect data. Bryman *et al.* (2014: 216) define this type of an interviews as an instrument that covers a wide range of contexts where the interviewer has a range of questions that tend to be broader than those in a structured interview. The interviewer is at liberty to ask follow-up questions.

O'Leary (2017:247) points out two different ways of capturing answers in an interview. This includes:

- Audio recording is highly recommended as it preserves raw data for review later and allows the researcher to focus on the question/answer process at hand while giving the ability to re-engage with the participant.
- Note taking – this involves recording or capturing information from the source. Note taking normally uses a form that can be filled in as the interviewee speaks.

In this study, semi-structured interviews were conducted. This type of an interview was selected because it presented the best prospect to elicit information from rural

people. According to Maree (2017:93), interviews contain open-ended questions and take place in the form of a conversation between two or more people with the intention to explore the respondent's views, beliefs, ideas and attitudes about certain events. The purpose is not to get answers to questions but to get in-depth information from the key informants.

The researcher made appointments and visited key respondents, asked questions, and filled in the answers on the interview schedule. The quality of the collected data tends to be good, however interviewing is expensive and required the researcher (interviewer) to travel. Prior to the interview permission was obtained to record the interview with the use of digital voice recorder from the employees of the Department of Rural development and Land Reforms. During the interview, respondents were given an opportunity to ask the interviewer to clarify any issues or questions that were not clearly understood.

Although the interview was guided by a set of research questions, they were frequently being re-formulated during the interview depending on the person being interviewed and the responses that were given. These interviews permitted comparison to be made among the different respondents, but also raised a series of topics that gave the respondents the opportunity to speak on issues that concern them most. This approach led to a dynamic information gathering process and encouraged a dialogue between the researcher and respondents that was not prescribed or dominated by the researcher.

### **3.10.2 THE QUESTIONNAIRE**

Maree (2017:174) defines a questionnaire as an assessment of the opinion, perceptions and beliefs by through a set of structured questions from the targeted population. De Vos et al (2011:186) maintains that the primary objective of a questionnaire is to obtain facts and opinions about particular issues from people who are informed about it.

### **3.10.2.1 Questionnaire design**

Bryan *et al.* (2014: 192) point out that it is preferable to make the instrument appear as short as possible for it to be less likely to put off prospective respondents from answering. Furthermore, self-administered questionnaires usually have:

- Fewer open questions, closed questions which are easy to answer
- Easy to follow designs to minimise confusion that will lead to the respondents failing to answer the question and leave it out
- Shorter questions to reduce fatigue

In this research, questionnaires were utilized, comprising of open-ended and closed questions. Questionnaires were administered to the 200 Maswazini participants and 20 Okhahlamba municipal employees.

### **3.10.2.2 Administering questionnaire**

Devising a questionnaire for respondents to complete individually is one of the most common techniques in research. De Vos et al (2011:188) explains that questionnaires are given to respondents, complete them on their own, but the researcher is available in case problems are experienced. However, the researcher limits his or her own contribution to the completion of the questionnaire to the absolute minimum.

The study adopted a self-administered questionnaire which Bryan *et al.* (2014:191) describe it as a basic, not methodologically pure form that involves a researcher handing out questionnaires to respondents and collecting them after they have completed.

Bryan *et al.* (2014:192) state the advantages of self-administered questionnaires as follows:

- **Cheaper to administer**

The cheapness of the self-completion questionnaire is advantageous especially if the research has a sample that is geographically dispersed.

- **Quicker to administer**

Questionnaires can be distributed in large quantities at the same time, however

they may not all come back immediately and may take several weeks to be returned.

- **Absence of interviewer effect**

Since there is no interviewer present when a self-completion questionnaire is being completed, any possible interviewer effects such as age, ethnicity and gender are eliminated. Probably of greater importance is the tendency for people to be more likely to want to act in a socially desirable way when an interviewer is present.

### **3.10.2.3 Pilot test of research instrument**

According to Bryman (2014:209), a pilot study is conducted to pre-test the validity and reliability of questions before administering a questionnaire to the targeted population. Pilot studies are crucial in relation to the research since there will not be an interviewer present to clear up any confusion.

A pilot study was conducted with five participants who did not form part of the target population, in order to test the reliability and validity of the questionnaire and to identify any misrepresentation of questions during the data collection phase. The results thereof showed that there was a repetition of questions on the interview schedule, and one question was removed. Initially, interviews were to be conducted with 200 participants from Maswazini but due to the large sample size, it was not feasible. An interview schedule for the Maswazini participants was then converted to a questionnaire and an interview schedule was devised for the 15 Rural Development officials since they were a smaller sample size.

### **3.11 DOCUMENT ANALYSIS**

Wagner *et al.* (2013:140) explains that document analysis is a large part of documentary research whereby documents are studied and analysed for research study. Wagner *et al.* (2013) further state that documents serve as proof of evidence for claims and the focus on documents is usually on the meaning of the document, the situation in which it emerges and the importance of the interacting that results from the document. Bryman (2014:267) considers documents as a secondary analysis used as an alternative to collecting new information that is already available, and secondary

data does not need to be collected by researchers, a company or another type of organisation may collect it for its purpose.

In this research study, documents such as municipal reports and statistics, legislation, policies, acts, and online papers relating to basic service delivery were analysed and contributed to finding in-depth information and data relating to basic service delivery in rural areas.

### **3.12 DATA ANALYSIS**

The main aim of data analysis is to obtain the meaning of the collected data. Procedures used to analyse data will differ depending on the research design selected and data gathered. De Vos *et al.* (2011: 397) describes data analysis as a process of bringing order, structure, and meaning to the mass of collected data.

Creswell (2016:162) presents the steps involved in analysing data for a complete discussion of the data analysis procedure. These steps are as follows:

**Step 1-** This step constitutes information or data that describes respondents and non-respondents, those who did and did not return the survey questionnaires.

**Step 2-** This step involves the method by which response bias is determined. Check on the effect of non-respondents and if they had responded, how their responses would change the overall results of the findings.

**Step 3-** This step discusses the plan to provide a descriptive analysis of data for all dependant and independent variables in the study.

**Step 4-** Identify statistics and the statistical computer programme for testing inferential research questions or hypotheses in the study.

**Step 5-** This is the final step in data analysis that presents the results in tables, figures, diagrams and interprets the results from the statistical test to draw conclusions from the results of findings.

The study followed the above-mentioned steps by Creswell (2016) in analysing the data. In this research, the collected quantitative data from the questionnaires completed by the Maswazini residents and the Okhahlamba municipal officials was analysed by

a statistician using a computerised software programme called SSPS version 25.0 and interpretation of data was conducted by the researcher to create the meaning, structure and bring order to the mass of collected data. Qualitative data from interviews by the Department of Rural Development and Land Reform employees was collected using audio records, and was transcribed, analysed and interpreted by the researcher to create an in-depth meaning of the respondents' views and perspectives on basic service delivery.

### **3.13 LIMITATIONS OF THE STUDY**

Limitations according to Simon (2011:1), are potential weaknesses in the study. This study only focused on the Maswazini residents, although the problems addressed in the research do not only affect the Maswazini residents but also many other rural areas across the country. The results therefore cannot be generalised across all the Bergville population and South Africa at large. This limitation was helpful for gathering data conveniently as it covered cases of Maswazini although it limited the representation of other rural areas. Another limitation was access to the municipal officials and rural development employees due to the nature of the positions they occupy in their workstations. The limitations were dealt with through setting up of appointments per individual for interviews with the Rural Development employees and dropped off questionnaires at Municipal offices for them to fill them in when they get time. Constants reminders and visitation were also done to fast track the process of data collection.

### **3.14 ETHICAL CONSIDERATION**

Ethics in research involves getting the informed consent from respondents (Fox, 2004). The main reason for ethical clearance is to minimise risk of harm to participants and ensure that they are protected and that the research design is ethically sound and likely produce the desired results. Ethics helps to increase the legitimacy of finding (Fox, 2004). In this study, participants were informed about the purpose of the study and their right to refuse to participate in the study. It was emphasised to participants that they are at liberty to withdraw from the research at any time. Confidentiality and anonymity of the participants' identities was ensured. A letter of information and

consent form was issued to participants to sign as an agreement to participate in the study. However, that did not bind them to answering questions that they are not comfortable with. Gatekeeper's letters were also issued to request permission from the authorities to conduct the research study at the Okhahlamba Local Municipality and Department of Rural Development and Land Reform. This research ensured that all ethical issues were exercised with honesty, respect, and with a sense of moral obligation. It was therefore aligned to the policies and guidelines set by the Durban University of Technology Research Policy.

### **3.15 CONCLUSION**

This chapter started by presenting the introduction of the study. The research design and approach that was used in the study and the study area was discussed. The study then discussed the target population and the sampling methods that were used as well as the methods and techniques that were used in the collection of information and data. Finally, the researcher's experiences on the field were discussed.

The next chapter four deals with the presentation and analysis of the collected data.

## **CHAPTER 4**

### **DATA ANALYSIS AND INTEPRETATION**

#### **4.1 INTRODUCTION**

This chapter provides the analysis and interpretation of the collected data and findings from 236 questionnaires. The target population includes 201 Maswazini residents, 20 Municipal officials and 15 Department of Rural Development and Land Reforms officials. The researcher conducted a mixed method type of questionnaire with the Maswazini residents to gain insight into service delivery conditions and challenges by obtaining their perspective as beneficiaries. Moreover, the municipal employees and Department of Rural Development officials were interviewed to gain their perspectives regarding the provision of basic services in the rural areas, particularly Maswazini. The following questions were asked the researcher:

- What are the service delivery challenges that the Maswazini community experience?
- What is the current status of basic service delivery in rural areas?
- To what extent are the services at Maswazini accessible and available?
- What are the available methods to engage communities to be part of service delivery?
- What are the strategies that can be recommended to improve service delivery in the Maswazini rural area?

Data was obtained from self-administered questionnaires and interviews, completed by 235 participants with one (1) extra questionnaire completed by Maswazini residents, making up a total of 236. Consent forms were attached to each questionnaire, which indicated the participant's willingness to participate in the study. In order to ensure anonymity, participants were given the freedom of whether to disclose their identity and personal information. Some could not mention their personal details because of the nature of their work and the relationship with other people.

The analysis was completed in three parts. Part 1 was the analysis of quantitative data obtained from questionnaires completed by 201 Maswazini residents. Part 2 was the

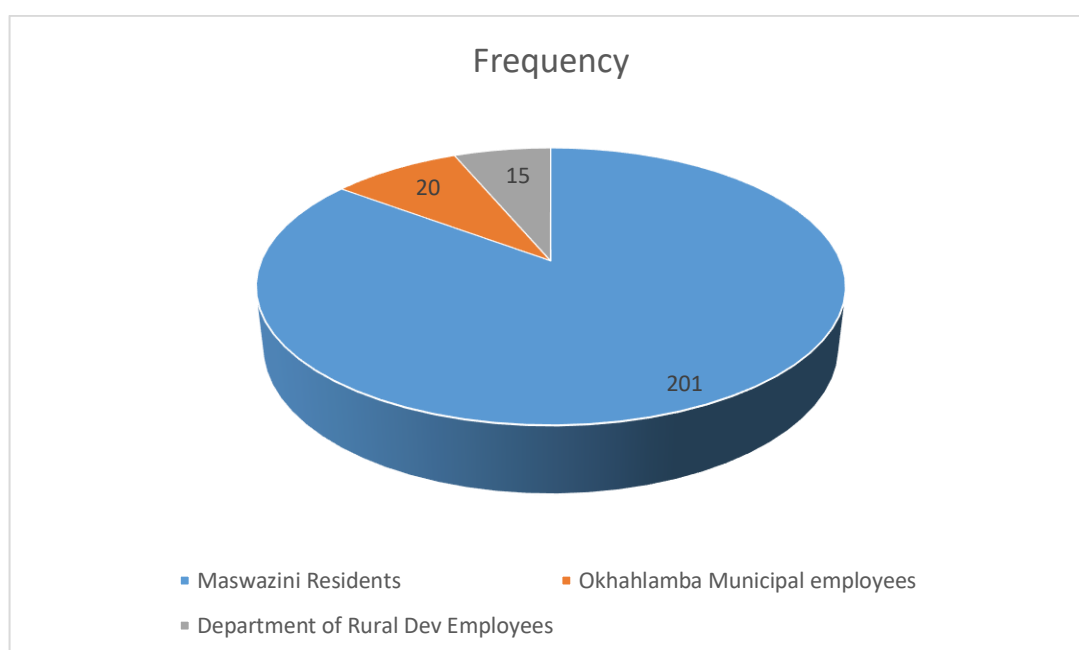


analysis of quantitative data obtained from questionnaires completed by 20 public officials within the Okhahlamba Municipality. Part 3 was the analysis of qualitative data obtained from interviews completed by 15 public officials within the Department of Rural Development and Land Reform.

The findings are discussed according to the following sections for all three groups of the target population:

- Section A – Biographical data
- Section B – Questions regarding the availability of services
- Section C – Questions regarding provision of services

Figure 2: The number of questionnaires per sample



The figure above illustrates the sample and the sample size of participants in the study.

## **4.2 THE BACKGROUND OF THE OKHAHLAMBA LOCAL MUNICIPALITY**

The Okhahlamba local municipality falls in category B municipality as stipulated in the Constitution of the Republic of South Africa and it is one of the five municipalities under the uThukela District Municipality. The main objective includes ensuring the provision of services to the communities in a sustainable manner whilst promoting social and economic development as stipulated in the Constitution.

Okhahlamba is made up of private land farms, urban and rural settlements of Bergville, Winterton, Cathkin Park and Geluksburg, with three tribal authority areas (Municipalities in South Africa, n.d). Bergville, where the research study is based, is a small town that was established as a mountain village in 1897 in the North of Midlands KwaZulu-Natal, a gateway to the Northern Drakensburg. The area is linked by provincial roads that run through the municipality. The Okhahlamba area is largely reliant on Ladysmith for facilities such as shopping, medical services and education, among others (Municipalities in SA, n.d). Bergville is quite a distance away from Durban and Johannesburg on route R74 that takes one through the Olivershoek Pass on the way to the Drakensburg.

The Municipal Annual Report (2017/18) presented the demographic analysis that Okhahlamba consists of a population of 132,068 with the majority of population being comprised of Black Africans and a very few from the White population. The analysis continued to present that Okhahlamba is mostly constituted by females than males, a sum of 53, 8 per cent of households are female dominated households.

The overview of basic services in the Okhahlamba Municipality with regards to water and sanitary services, according to the Municipal Annual Report (2017/18), is that it is the District Municipality's mandate to provide water and sanitary services, and the local municipality to engage in support and assisting in this function to ensure that water and sanitation is delivered to address backlogs.

### 4.3 DATA ANALYSIS AND INTERPRETATION OF QUESTIONNAIRES (MASWAZINI COMMUNITY)

A questionnaire was utilised to collect data. This part aimed at obtaining information from residents in the Maswazini area concerning the delivery of services, challenges encountered by the community in receiving services as well as feedback concerning the services received from the municipality.

#### SECTION A: BIOGRAPHICAL DATA

This section covered the respondents' gender, age, race and the number of year participants have stayed in the Maswazini rural area.

##### 4.3.1 Participants' Gender in the Sample

Table 2: Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Female	100	49,8	49,8	49,8
	Male	101	50,2	50,2	100,0
	Total	201	100,0	100,0	

The table above shows the participants' ages. The findings revealed that 49, 8 per cent of respondents were females and 50,2 per cent were males. The sample was mostly male dominant.

##### 4.3.2 Participants' Age

Table 3: Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	21 - 25	24	11,9	11,9	11,9
	26 - 35	71	35,3	35,3	47,3
	36 - 55	94	46,8	46,8	94,0
	> 55	12	6,0	6,0	100,0
	Total	201	100,0	100,0	

The table above indicates the participants' ages. The majority of 46,8 per cent were between the ages of 36 to 55 years, while 35,3 per cent were between 25 to 35 years. Participants between the age of 21 to 25 formed 11, 9 per cent of the sample and six per cent were over the age of 55 years. The results indicate that adults mostly participated in the study.

### 4.3.3 Participant's Race

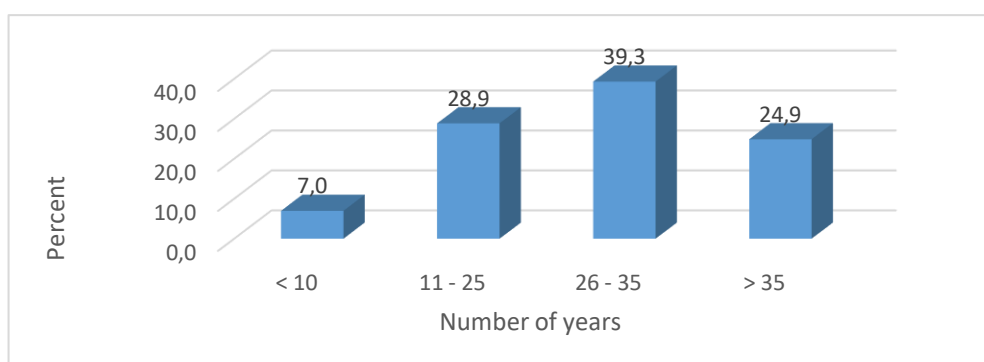
Table 4: Race

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	White	1	0,5	0,5	0,5
	African	199	99,0	99,0	99,5
	Asian	1	0,5	0,5	100,0
	Total	201	100,0	100,0	

The results of the survey show that the majority of participants (99%) were black people followed by 0, 5 per cent of white people and 0,5 per cent of Asian people. The survey indicated that the majority of respondents were black people.

### 4.3.4 Number of Years participants have stayed in Maswazini

Figure 3: Number of Years



The figure above indicates that the majority of 39,3 per cent have been in the

Maswazini area for 26 to 35 years followed by 28,9 per cent of the respondents who have stayed in the area for 11 to 25 years. Furthermore, 24, 9 per cent of the respondents have stayed for over 35 years and seven per cent have been in the area for less than ten years. The reason why the respondents were asked how long they have been staying at the Maswazini rural area was to assess their presence in the development and the provision of services in and around area. It became clear that the majority of 39, 3 per cent of the respondents have been staying in Maswazini long enough to assess the supply and the delivery of services in the area.

## **SECTION B- AVAILABILITY OF SERVICES**

This section covered eight questions regarding the availability of basic services in their area. It presented questions on whether enough services are available in Maswazini, the adequacy, efficiency and accessibility of services, service delivery challenges that the community encounter, and the communication process between the municipality, state department and the Maswazini community. The respondents were required to provide answers on whether the statement is definitely true, definitely false, most likely true, and most likely false or they do not know on each question.

### **4.3.5 Does the Municipality and Department of Rural Development render enough services in Maswazini Area?**

Table 5: Municipality renders enough services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	18	9,0	9,1	9,1
	Most likely false	146	72,6	73,7	82,8
	Do not know	17	8,5	8,6	91,4
	Possibly true	17	8,5	8,6	100,0
	Total	198	98,5	100,0	

When participants were asked whether the municipality is providing enough services to them, 72, 6 per cent of the respondents indicated that the statement is false; the municipality does not render enough services to the area, meanwhile nine per cent of

the respondents stated that it is definitely false; the municipality does render enough services. 8, 5 per cent agreed that the municipality renders enough services and 8, 5 per cent did not have an opinion of the statement. Section 52 of the South African Constitution (1996) provides the principles of democratic and accountable government at local communities, including the provision of services to communities in a sustainable manner, whilst promoting a socio-economic environment and a safe and healthy environment.

The South African Constitution (1996) also provides that municipalities are to provide citizens with basic services; these include water, electricity, and sanitation. Nkomo (2017:2) agrees that municipalities are the engines and drivers of basic service delivery. Furthermore, communities have a right to be provided with basic services by local government since it is charged with ensuring that basic services are rendered to communities in a sustainable manner. Additional to that, they are expected to do so while promoting socio-economic development and promoting a healthy and safe environment.

#### **4.3.6 Does the municipality provide adequate and efficient water, electricity, housing and sanitation?**

Table 6: Adequate basic services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	16	8,0	9,4	9,4
	Most likely false	110	54,7	64,7	74,1
	Do not know	35	17,4	20,6	94,7
	Possibly true	9	4,5	5,3	100,0
	Total	170	84,6	100,0	

Table 5 above revealed that 54, 7 per cent of the respondents disagreed that the services they have received thus far are adequate and efficient, whilst 17,4 per cent did not have an opinion on the statement. Eight per cent of the respondents indicated that the statement is definitely false and the minority of 4, 5 per cent of the respondents showed that the statement is true meanwhile 15, 4 per cent of the respondents did not respond

to the statement. According to Statistics South Africa Report (2017), on the state of basic service delivery in South Africa, all municipalities are assigned with the role of mobilising resources towards the improvement of the lives of the people. In order to do so, basic services are a building block to improved quality of life and an adequate supply of water, sanitation, are necessary for the wellbeing of the people and human dignity.

#### 4.3.7 Are the services easily accessible?

Table 7: Accessibility of services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	15	7,5	8,7	8,7
	Most likely false	114	56,7	66,3	75,0
	Do not know	33	16,4	19,2	94,2
	Possibly true	10	5,0	5,8	100,0
	Total	172	85,6	100,0	

A total of 56,7 per cent revealed that basic services such as water, sanitation, housing and electricity are not accessible to them, followed by 16,4 per cent of respondents who did not know whether the services are accessible or not. Meanwhile 7, 5 per cent stated that it is definitely false that services are accessible and five per cent agreed with the statement. The white paper on public service transformation (1997) introduced the *Batho Pele* principles of which access is one of the principles that encourages and promotes equitable access to government services. The white paper (1997) emphasises that previously disadvantaged groups should gain access to government services. According to Koma (2015), municipalities are challenged in their duties to provide services to the people due to their incapacities, such as infrastructure and lack of adequate skills to provide effective services to the people.

#### 4.3.8 Are there challenges that the community encounters regarding electricity, housing, water and sanitation?

Table 8: Service delivery challenges

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Most likely false	3	1,5	1,5	1,5
	Do not know	13	6,5	6,6	8,1
	Possibly true	144	71,6	72,7	80,8
	Definitely True	38	18,9	19,2	100,0
	Total	198	98,5	100,0	

According to the above table, the majority of 71, 6 per cent of the respondents revealed that the statement is true, that there are challenges they have experienced regarding housing, electricity, water and sanitation, whilst 18,9 per cent stated that the statement is definitely true. The 6, 5 per cent of the respondents did not have an opinion about the statement and the minority of 1, 5 per cent indicated that the statement is true. The report on service delivery challenges issued by the Human Science Research Council (2016) stated that although the South African government has made significant gains in service delivery, challenges are still rife especially in rural areas. The report further explains that the pace of improvement in basic services and the quality of services does not match the expectations of many rural communities. Jili (2017) agrees with the fact that poor infrastructure in local government hampers service delivery and development in most of rural areas KwaZulu-Natal.

#### 4.3.9 Have you tried to address the challenges with the Municipality?

Table 9: Addressing the challenges

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Most likely false	1	0,5	0,5	0,5
	Do not know	2	1,0	1,0	1,5
	Possibly true	150	74,6	75,0	76,5
	Definitely True	47	23,4	23,5	100,0
	Total	200	99,5	100,0	



The findings of the study in table 8 show that most 74,6% respondents indicated that it is possibly true that service delivery challenges have been addressed with the municipality. Meanwhile 23, 4 per cent indicated that it is definitely true that they have addressed the service delivery challenges with the municipality. Furthermore, one per cent did not know the answer to the question and 0, 5 per cent disagreed that the challenges have been addressed with the municipality. Johannes and Erasmus (2016:169) agree that the government of the day must address challenges that hinder service delivery in a coordinated and proactive manner, focusing on development and ensuring that all citizens benefit. In addition, chapter 2 of the Constitution (1996) states the bill of rights for all citizens of South Africa. The right to complain about poor service delivery is enshrined in the Constitution and the government should consider the complaints and address them in a proper, satisfactory manner.

#### **4.3.10 Does the municipality respond to these challenges?**

The respondents were asked if the municipality responds to their challenges. Table 5 presents the response of participants.

Table 10: Municipal's response to challenges

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	15	7,5	8,9	8,9
	Most likely false	89	44,3	53,0	61,9
	Do not know	50	24,9	29,8	91,7
	Possibly true	8	4,0	4,8	96,4
	Definitely True	6	3,0	3,6	100,0
	Total	168	83,6	100,0	

The majority of 44, 3 per cent of the respondents indicated that it is most likely false, and that the municipality does not make efforts to respond to the service delivery challenges whilst 24, 9 per cent of the participants do not know whether the municipality addresses the challenges or not and 7, 5 per cent of the respondents disagreed with the statement. Seven per cent of the participants agreed that the municipality does respond to the challenges. According to Ngobese, Mason and Maharaj (2017:45), responsiveness to community concerns and service delivery needs

to involve the service provider's willingness to serve the customers with quick services, and stresses promptness in handling customers' complaints with attentiveness and speed. The white paper on transformation of public service (1997) provides emphasis on redress, which is to give feedback concerning failure of service delivery as promised and have procedures in place to remedy the situation.

#### **4.3.11 Does the municipality consult or inform Maswazini residents regarding the provision of services?**

Table 11: Consulting Maswazini residents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	7	3,5	4,4	4,4
	Most likely false	27	13,4	17,0	21,4
	Do not know	67	33,3	42,1	63,5
	Possibly true	51	25,4	32,1	95,6
	Definitely True	7	3,5	4,4	100,0
	Total	159	79,1	100,0	

The results revealed that the majority of respondents 33,3 per cent do not know whether the municipality consults the Maswazini community in terms of service delivery, while 25,4 per cent of the respondents reported that the municipality does consult the community. 13, 4 per cent indicated that the statement is most likely false, meanwhile 3, 5 per cent indicated that the statement is definitely false. Another 3, 5 per cent of the respondents stated that it is definitely true that the municipality consults with the Maswazini community.

According to Johannes *et al.* (2016:173), public consultation is still a challenge as there is a lack of genuine community involvement in municipal affairs. As a result, consequent failure to provide adequate services that respond to the needs of the people is observed. Chapter seven of the Constitution (1996) instructs local government to

encourage community participation in all service delivery projects and programmes. Municipalities have an obligation to ensure that community members are directly involved in the development of the municipality's integrated development plan, both through consultation and later as central to the adoption of the plan.

#### 4.2.12 Are there any other service delivery challenges that the Maswazini have?

Figure 2 below depicts the results provided by respondents on other service delivery challenges they have.

Table 12: Other service delivery challenges

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Most likely false	1	0,5	0,5	0,5
	Do not know	1	0,5	0,5	1,0
	Possibly true	95	47,3	47,7	48,7
	Definitely True	102	50,7	51,3	100,0
	Total	199	99,0	100,0	

The majority of the respondents, about 50, 7 per cent confirmed that there are other challenges that they have regarding service delivery. 47, 7% of the respondents also indicated that it is definitely true, that there are other services delivery challenges despite the basic services. Furthermore 0, 5 per cent did not have an opinion on the statement and 0, 5 per cent of the participants indicated the statement to be most likely false. Muller, Davids and Roberts (2016), on service delivery challenges, state that South Africa is faced with many disparities because of its oppressive history which has resulted in multiple socio-economic challenges. The report also outlines that although the government of the day has made significant gains in creating an equal society, challenges are still present. Challenges include poverty, unemployment, crime and inequality. These are more evident in rural areas (Muller *et al.*, 2016).

## SECTION C- PROVISION OF SERVICES

This section contains questions regarding the views of the Maswazini community on basic service delivery. It presented questions on whether they see commitment by the municipality in delivery of services, whether the community is happy with the supply

of services, the feedback the respondents provided after receiving services, and if the state of rural development has improved over the years.

#### 4.2.13 Is the Maswazini community happy and satisfied with the service delivery in the area?

Table 13: Community is satisfied with the delivery of services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	29	14,4	14,5	14,5
	Disagree	120	59,7	60,0	74,5
	Neutral	50	24,9	25,0	99,5
	Strongly agree	1	0,5	0,5	100,0
	Total	200	99,5	100,0	

The table above shows that out of 201 respondents, 59,7 per cent disagree that they are happy and satisfied with the delivery of services to the area whilst 24, 9 per cent of the population are neutral. Furthermore, the results indicated that 14, 4 per cent of the respondents strongly disagree with the statement and 0, 5 per cent strongly agree that the Maswazini community is happy and satisfied with service delivery. According to Makalela (2019), it is evident that the local governance system has not been effective enough to ensure accelerated service delivery to meet the aspirations of the people. Makalela *et al.* (2019) agree that there has been a major decline in service delivery satisfaction in South Africa and many municipalities are experiencing difficulties due to poor service delivery that has in most cases resulted in public protests.

#### 4.2.14 The municipality shows commitment in providing the best service

Table 14: Municipality's commitment to service delivery

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	19	9,5	10,2	10,2
	Disagree	86	42,8	46,0	56,1
	Neutral	82	40,8	43,9	100,0
	Total	187	93,0	100,0	

The table above show the results of 201 respondents, with 42, 8 per cent disagreeing that the municipality shows commitment in delivering services, followed by 9, 5 per cent of respondents strongly disagreeing with the statement. 40, 8 per cent were not sure of the statement. Ndebele and Lavhelani (2017:341) affirm that the delivery of services to the people is the responsibility of the government that collects taxpayers' money. Therefore, government must accept the responsibility and show commitment in the provision of public activities, benefits and satisfaction that include both goods and services.

#### **4.2.15 The Maswazini residents provide feedback on the services they receive**

Table 15: The Maswazini community's feedback on basic services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	9	4,5	4,9	4,9
	Disagree	34	16,9	18,5	23,4
	Neutral	130	64,7	70,7	94,0
	Agree	11	5,5	6,0	100,0
	Total	184	91,5	100,0	

Most of the respondents (64, 7 %) were not sure of the statement that they provide feedback once they have received services, meanwhile 16,9 per cent disagreed with the statement. Moreover, 5, 5 per cent of the respondents agreed with the statement whilst the minority of 4,5 per cent strongly disagreed. Madzivhandila and Caswell (2014) point out that community engagement in local government affairs provides the opportunity to express their views in development projects and services. Municipalities should therefore play a role in ensuring that people are the centre of local government initiatives. Moreover, public participation in local government is enshrined in the Constitution (1996). It promotes community engagement in the formulation of developmental priorities thus providing their needs, views and perspective regarding service delivery.

#### 4.2.16 The state of rural development has improved over the years

Table 16: The state of rural development

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	22	10,9	11,1	11,1
	Disagree	88	43,8	44,4	55,6
	Neutral	86	42,8	43,4	99,0
	Agree	2	1,0	1,0	100,0
	Total	198	98,5	100,0	

The table above indicates the results of findings that 43,8 per cent disagree that the Maswazini area has improved over the years, meanwhile 42,8 were not sure of this statement, 10,9 per cent strongly agreed and 1,0 per cent agreed. Saritorius (2015) mentions that poverty is rapidly increasing in South African communities, especially poor and disadvantaged citizens, because of lack of basic services. Municipalities find it difficult to provide equal services to people, mainly as a result of limited resources. Consequently, service delivery protests have been observed across South Africa. The report on the state of basic service delivery issued by Statistics South Africa (2016) reflects that although the country has made progress since 1994 in improving the quality of life of the people, communities remain underdeveloped and underserved, particularly in the rural and informal areas. Many municipalities do not have the resources to expand services while maintaining existing infrastructure.

## 4.4 PART 2: DATA ANALYSIS AND INTERPRETATION OF QUESTIONNAIRES (OKHAHLAMBA MUNICIPAL EMPLOYEES)

This part is the analysis of quantitative data obtained from the questionnaires completed by 20 public officials within the Okhahlamba Municipality concerning the efficient and effective delivery of services to the community as well as the challenges encountered by the municipality.

### SECTION A – BIOGRAPHICAL DATA

This section covers the respondents' gender, race, age, academic qualifications, their position/rank in the municipality and the years they have been employed in the municipality.

#### 4.3.1 Participants' Gender

Table 17: Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Female	10	50,0	50,0	50,0
	Male	10	50,0	50,0	100,0
	Total	20	100,0	100,0	

The findings indicate that 50 per cent of the respondents were males and 50 per cent were females. The sample was equal on both genders.

#### 4.3.2 Participants' Age

Table 18: Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	26 - 35	8	40,0	40,0	40,0
	36 - 55	12	60,0	60,0	100,0
	Total	20	100,0	100,0	

The results on the table above reveal that the majority of respondents were between the ages of 36 to 55 years (60%), and 40 per cent were between the ages of 26 to 35 year. This indicates that adults were most keen to participate in the study.

### 4.3.3 Participants' Race

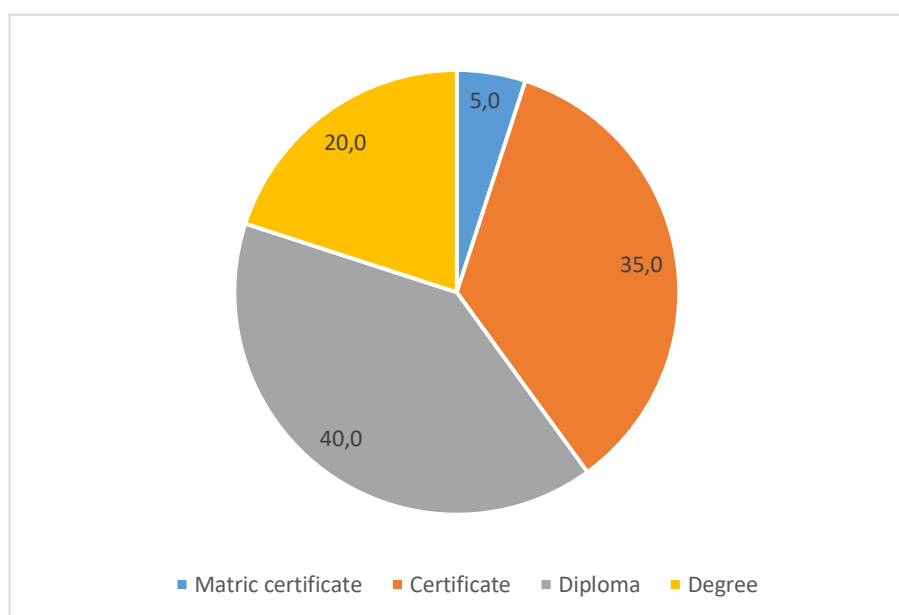
Table 19: Race

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	African	20	100,0	100,0	100,0

The findings reveal that all respondents were black people (100%). Only black people participated in the study.

### 4.3.4 Participants Academic Qualifications

Figure 4: Participants' qualifications

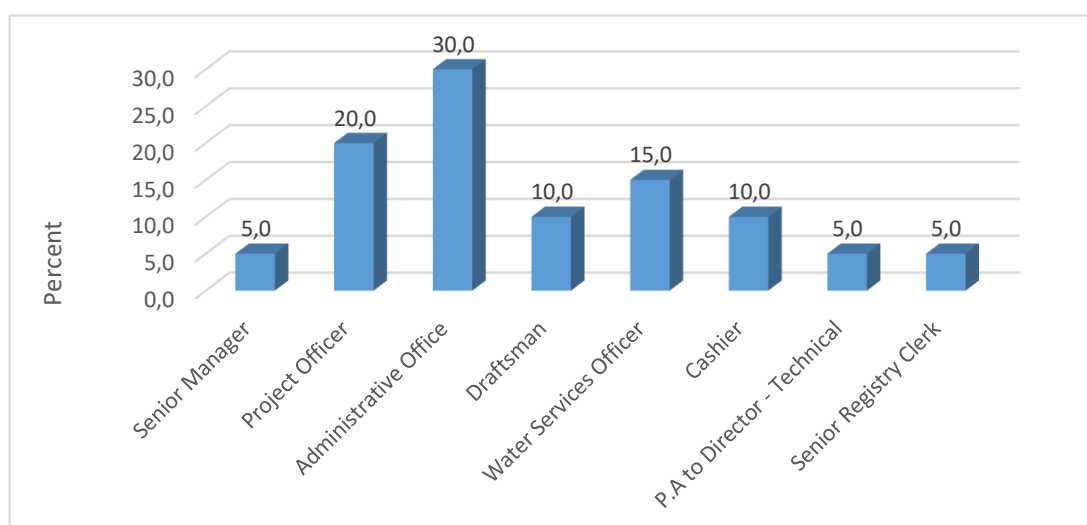


As indicated in figure 4 above, 40 per cent of the respondents are in possession of a national diploma, followed by 35 per cent who have certificates. Moreover, 20 per cent of the respondents have Bachelor's degree and five per cent have Matric certificates. The views and opinions were balanced due to the different levels of education of the respondents.



### 4.3.5 Participants' Position/Rank in the Municipality

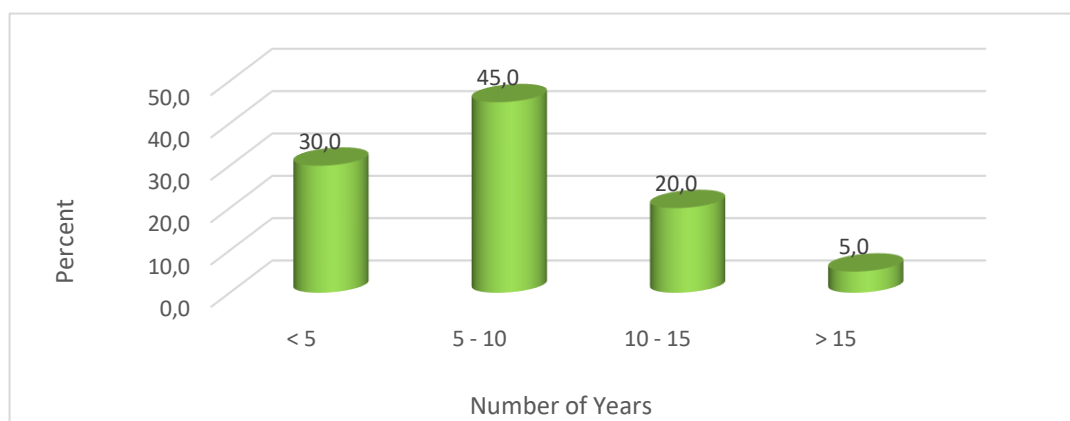
Figure5: Participants positions



The table above illustrates that many of the respondents (30%) are Administrative Officers followed by 20 per cent who hold the position of Project Officers. Fifteen per cent of the respondents are Water Services Officers, whilst ten per cent of the respondents are Draftsman and ten per cent hold the position of being a Cashier. A further 15 per cent constitutes respondents who hold the positions of Senior Manager, Personal Assistant to the Director and Senior Registry Clerk. Different views were balanced due to the different ranks and different roles the respondents' play in service delivery.

### 4.3.6 Years of Employment in the Municipality

Figure 6: Years of employment



The results on figure 6 above reveal that the municipality has employed most respondents (45%) for about five to ten years, followed by 30 per cent of participants who have been in the municipality's employ for less than five years. A further 20 per cent of respondents have been employed for ten to 15 years and the minority of five per cent of respondents have been with the municipality for over 15 years.

## SECTION B – AVAILABILITY OF SERVICES

The section covered nine questions regarding the availability of basic services in Maswazini. It presented questions on whether the services are available in Maswazini, the adequacy, efficiency and accessibility of services, the quality of services, and the challenges that the municipality encounters in rendering services. The communication process between Municipality and Maswazini residents, continuous monitoring and evaluation of services, causes of delay of service delivery and the representation of Maswazini community in service delivery meetings. The respondents were required to tick answers on whether it is definitely true, definitely false, most likely true, and most likely false or they do not know on each question.

### 4.3.7 Does the municipality render enough services in the Maswazini rural area?

Table 20: The municipality renders enough services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Most likely false	2	10,0	10,0	10,0
	Possibly true	16	80,0	80,0	90,0
	Definitely True	2	10,0	10,0	100,0
	Total	20	100,0	100,0	

As shown in the table above, the findings reveal that 80 per cent of the respondents reported that it is possibly true that the municipality renders enough services in Maswazini, whilst ten per cent disagree with the statement and the other ten per cent of the respondents agree that the statement is definitely true. Johannes *et al.* (2016:180) outlines that service delivery refers to the provision of public activities, benefits and satisfaction, both tangible and intangible services, therefore municipalities need to

prioritise the needs of the people and promote the development of local communities. Section 73 of the Municipal Systems Act (32 of 2000) requires municipalities to give priority to the basic needs of the people, promote the development of the local community and ensure that all members of the community have equal access to basic municipal services.

#### 4.3.8 Are the services adequate and efficient?

Table 21: adequate and efficient services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Possibly true	18	90,0	94,7	94,7
	Definitely True	1	5,0	5,3	100,0
	Total	19	95,0	100,0	

The majority of respondents (90%) reported that it is possibly true that the municipality provides adequate and efficient services, followed by five per cent of respondents who agreed that the statement is definitely true. Benkink (n.d) asserts that municipalities, in their capacity as the third sphere of government that is closer to the people, are tasked with the constitutional obligation of development and efficient provision of basic services to the people. The report on the state of service delivery by Statistics South Africa (2016) provides that the provision of basic services is a building block of improved quality of life and the supply of adequate sanitation, water, electricity and infrastructure are necessary for the wellbeing of the people

#### 4.3.9 Are the services easily accessible to the people?

Table 22: Accessibility of services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Do not know	1	5,0	5,6	5,6
	Possibly true	13	65,0	72,2	77,8
	Definitely True	4	20,0	22,2	100,0
	Total	18	90,0	100,0	

The table above illustrates that 65 per of the respondents agreed that the services are accessible, on the other hand 22, 2 per cent reported that it is definitely true that the services are accessible. Furthermore, five per cent of the participants did not have an opinion on this statement. According to Johannes *et al.* (2016: 180), local government should ensure that communities have access to a minimal level of municipal service. Chapter 2 of the Constitution (1996) gives people the right to have access to safe and adequate services. The Constitution further obligates local government as the sphere that is closer to the people to be responsible for the provision of good quality services to improve the standard and quality life of the people, while addressing socio-economic challenges in the country.

#### **4.3.10 Does the municipality provide proper quality of electricity, housing, water and sanitation?**

Table 23: Quality of service delivery

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Possibly true	15	75,0	83,3	83,3
	Definitely True	3	15,0	16,7	100,0
	Total	18	90,0	100,0	

On this statement, 75 per cent of the population indicated that it is possibly true that the municipality renders proper quality services in the Maswazini area, whilst 15 per cent also indicated that the statement is definitely true. According to a South African news article (2012), all municipalities must be equal to the task of delivering good quality services to the people as well as strengthening the capacity of municipalities. Johannes and Erasmus (2015) emphasise that the success of local government is solely determined by the quality of services provided to their respective communities.

#### **4.3.11 Are there challenges the municipality encounters when delivering services?**

The municipal employees were asked if there are challenges that they encounter when delivering services to the Maswazini area.

Table 24: Challenges encountered by the municipality

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	2	10,0	10,5	10,5
	Most likely false	2	10,0	10,5	21,1
	Do not know	2	10,0	10,5	31,6
	Possibly true	11	55,0	57,9	89,5
	Definitely True	2	10,0	10,5	100,0
	Total	19	95,0	100,0	

The majority of participants (55%) indicated that there are challenges that the municipality encounters in terms of services delivered. A further ten per cent of the respondents indicated that the statement is definitely true whereas 20 per cent disagreed with the statement and 10 per cent did not have a view on the statement. Johannes *et al.* (2015) reveals that there are many factors that hinder service delivery. A major financial challenge in South African local government is inadequate collection of service charges due to the widespread of non-payers. Other challenges include political and administrative functions, municipal capacity and public participation (Johannes *et al.*, 2015).

#### 4.3.12 Does the municipality consult the Maswazini residents regarding the provision of services?

Table 25: The municipality consults the Maswazini residents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Possibly true	14	70,0	70,0	70,0
	Definitely True	6	30,0	30,0	100,0
	Total	20	100,0	100,0	

Most of the respondents in the table above showed in the results that 70 per cent stated that it is true, the municipality does consult with the Maswazini community regarding service delivery, and meanwhile 30 per cent agreed that the statement is definitely true. Molaba (2016:2) states that public involvement refers to direct engagement of people in planning, governance and overall development programmes at local level. Municipalities are obliged to consult citizens and involve them in their political and

administrative affairs to ensure that their needs are prioritised. *Batho Pele* principles, as outlined in the white paper on transformation of public service (1997), states that citizens should be consulted on the basis of the quality of services to be received, also citizens should be provided a platform to raise their needs and concerns in terms of service delivery.

#### 4.3.13 Is there continuous monitoring and evaluation of services by the municipality?

Table 26: Monitoring and evaluation of services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Most likely false	3	15,0	15,8	15,8
	Do not know	5	25,0	26,3	42,1
	Possibly true	6	30,0	31,6	73,7
	Definitely True	5	25,0	26,3	100,0
	Total	19	95,0	100,0	

The majority of the respondents (30%) reported that it is possibly true that there is continuous monitoring and evaluation of services, whereas 15 per cent indicated that there is no monitoring and evaluation performed by the municipality. Furthermore, 25 per cent of the respondents did not know about the statement and 25 per cent agreed that the statement is definitely true. The national department of performance, monitoring and evaluation issued a report on the role of monitoring and evaluation in the public service (2013) which pointed out the importance of monitoring and evaluation. The main objective of monitoring and evaluation is to assess the impact and effectiveness of programmes and identify improvements in order to address any discrepancies discovered. The report further outlined the common findings after monitoring and evaluation of function of government has been conducted. Amongst many, these findings include:

- Poor programme planning and implementation
- Lack of compliance with the standards and procedures
- Unstable political-administrative interface and unclear roles of politicians and administrative heads

- Weak inter-departmental collaboration
- Lack of accountability

#### 4.3.14 Are there any delays encountered by the Municipality when delivering services.

Table 27: Delays of services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Definitely False	1	5,0	5,3	5,3
	Most likely false	2	10,0	10,5	15,8
	Do not know	2	10,0	10,5	26,3
	Possibly true	13	65,0	68,4	94,7
	Definitely True	1	5,0	5,3	100,0
	Total	19	95,0	100,0	

Respondents were requested to indicate whether there are any causes of service delivery delays in reaching the Maswazini community. The results revealed that 65 per cent of the participants reported that there are delays in service delivery, meanwhile ten per cent indicated that the statement is definitely false and ten per cent did not have an opinion about the statement. Johannes *et al.* (2015) declares that the most common factors that hinder service delivery are inadequate skills for planning, budgeting, cash flow management, leadership and management and lastly inadequate administrative. Ndzelu (2016:23) adds that the administrative decentralisation of processes normally causes a backlog of service delivery within municipalities, however the major causes of failure to deliver services in mostly rural municipalities include:

- ***Inadequate budget allocation*** - that is insufficient money to undertake service delivery and municipal debts that make it difficult for municipalities to address service delivery backlogs.
- ***Lack of skilled and qualified personnel*** - that makes it difficult to undertake internal processes and procedures to deliver services to people.

- ***Lack of compliance with legislation*** - that serve as guidelines for achieving tasks to ensure effective, efficient and economic service delivery.

The statistics on the table shows evidence that Okhahlamba Local Municipality encounter delays in delivering services and in most cases they are caused by the above mentioned factors.

#### **4.3.15 Is the community of Maswazini represented at service delivery meetings?**

Table 28: Representation of the Maswazini community in service delivery meetings

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Possibly true	12	60,0	60,0	60,0
	Definitely True	8	40,0	40,0	100,0
	Total	20	100,0	100,0	

The results revealed that the majority of the respondents (60%) reported that the Maswazini community is represented in service delivery meetings, whilst 40 per cent indicated that the statement is definitely true. According to Madzivhandila and Asha (2012:373), community members must be considered as key role players in local development processes. Structures of community participation create conditions where communities have a strong role in developing strategies and monitor local services. Moreover, Madzivhandila (2012) gives the following reasons why communities must lead their developmental initiatives:

- Community involvement enables government to address the basic needs of the people.
- Allows active involvement in various programmes so that they can feel valued and appreciated.
- Promotes and instils the culture of good governance.
- Improves accountability and transparency in developing projects at a grass roots level.



## SECTION C- MUNICIPAL EMPLOYEE'S PERSPECTIVE ON THE PROVISION OF SERVICES

### 4.3.16 In your perspective, is the Maswazini community happy and satisfied with the provision of water, electricity, housing and sanitation?

Table 29: Views and perspectives

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	2	10,0	10,0	10,0
	Neutral	10	50,0	50,0	60,0
	Agree	8	40,0	40,0	100,0
	Total	20	100,0	100,0	

The majority of 50 per cent reported to be neutral on this statement, 40 per cent agreed that the community is happy and satisfied with the services, and meanwhile ten per cent disagreed with the statement. Ndebele and Lavhelani (2017:341) provide that human wellbeing and satisfaction is determined by how well the needs of the people are met across various domains: physical, economic, social, and environmental as well as individuals' evaluation of their own lives and the way in which the society operates.

### 4.3.17 The municipality is committed to providing the best services to the Maswazini community.

Table 30: Municipality's commitment to service delivery

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neutral	3	15,0	15,0	15,0
	Agree	12	60,0	60,0	75,0
	Strongly agree	5	25,0	25,0	100,0
	Total	20	100,0	100,0	

The results revealed that 60 per cent of the population agreed that the municipality is committed to bringing the best services to the people, meanwhile 25 per cent strongly agree with the statement and 15 per cent are neutral about the statement. Municipalities in South Africa are mandated by the Constitution to render good quality services and ensure that those services are sufficient and sustainable. Therefore, municipalities

must be committed to the responsibilities assigned to them to ensure that services are delivered accurately (Madzivhandila *et al.*, 2012).

#### 4.3.18 The Maswazini residents provide feedback regarding services they receive.

Table 31: Maswazini residents' feedback regarding services

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	6	30,0	30,0	30,0
	Neutral	8	40,0	40,0	70,0
	Agree	5	25,0	25,0	95,0
	Strongly agree	1	5,0	5,0	100,0
	Total	20	100,0	100,0	

The results revealed that the majority of the respondents (40%) were neutral when responding to this statement, whilst 30 per cent disagreed that the Maswazini community does not provide feedback, 25 per cent agreed and five per cent strongly agreed with the statement. Viever and Wentzel (2013:239) urge that local government should make it a point to give platforms and proper communication, and form engagement channels with communities. These are essential for ensuring efficient and responsive government.

#### 4.3.19 The state of rural development has improved over the years.

The respondents were asked whether, according to their opinion, the state of rural development has improved in Maswazini or not.

Table 32: State of rural development

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	2	10,0	10,5	10,5
	Neutral	10	50,0	52,6	63,2
	Agree	6	30,0	31,6	94,7
	Strongly agree	1	5,0	5,3	100,0
	Total	19	95,0	100,0	

The findings on the table above show that 50 per cent of respondents were neutral that the Maswazini area has been improved, 30 per cent agreed that the area has improved

in terms of development, meanwhile ten per cent disagreed with the statement. According to Koma (2010), some areas have significantly improved in terms of the provision of basic services and some require more intervention and effort, particularly rural areas. The financial and fiscal commission policy brief on responding to South Africa's rural development challenges (2017/18) stated that government has had an impressive achievement since 1994 but poverty, inequality and unemployment remain a major challenge in rural areas. The policy brief also highlighted that rural areas are still associated with under-development and poor social conditions.

#### **4.5 PART 3: DATA ANALYSIS AND INTERPRETATION OF INTERVIEWS (DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM EMPLOYEES)**

This section presents the findings obtained from the 15 employees from the Department of Rural Development and Land Reform concerning the efficient and effective service delivery in Maswazini, the rural development and challenges encountered by the department. An interview schedule was prepared consisting of two sections, which are:

Section A – Biographical data

Section B - Views of rural development officials on the provision of services

##### **SECTION A –BIOGRAPHICAL DATA**

This section covers employees' biographical information. It includes employees' gender, age, race, the academic qualification they possess, their rank in the department and the number of years they have been employed by the department.

#### 4.4.1 Participants' Gender

Table 33: Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Female	7	46,7	46,7	46,7
	Male	8	53,3	53,3	100,0
	Total	15	100,0	100,0	

Participants were asked to indicate their gender as illustrated in the table above. The majority were males (53, 3%) and seven (46,7%) were females.

#### 4.4.2 Participants' Age

Table 34: Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	26 - 35	10	66,7	66,7	66,7
	36 - 55	5	33,3	33,3	100,0
	Total	15	100,0	100,0	

The results revealed that 66,7 per cent of respondents who participated were between the ages of 25 to 35 years, and the other 33, 3 per cent were between the ages of 36 to 35 years. The results indicate that the youth participated in the study.

#### 4.4.3 Participants' Race

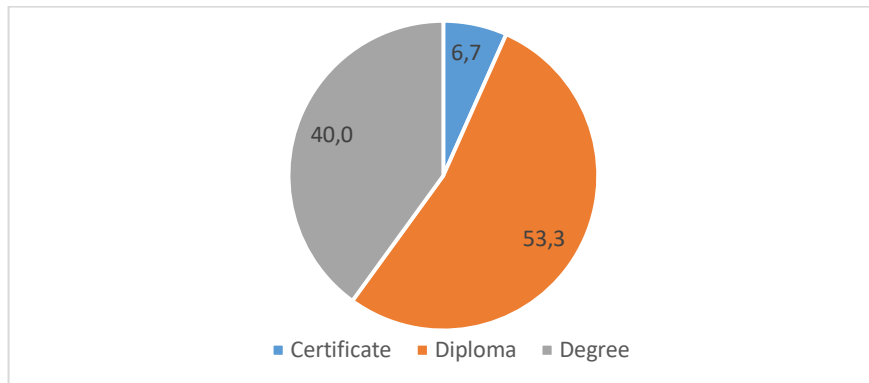
Table 35: Race

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	African	15	100,0	100,0	100,0

As shown on the table above, the results indicated that 100 per cent of the respondents were Africans.

#### 4.4.4 Academic Qualification

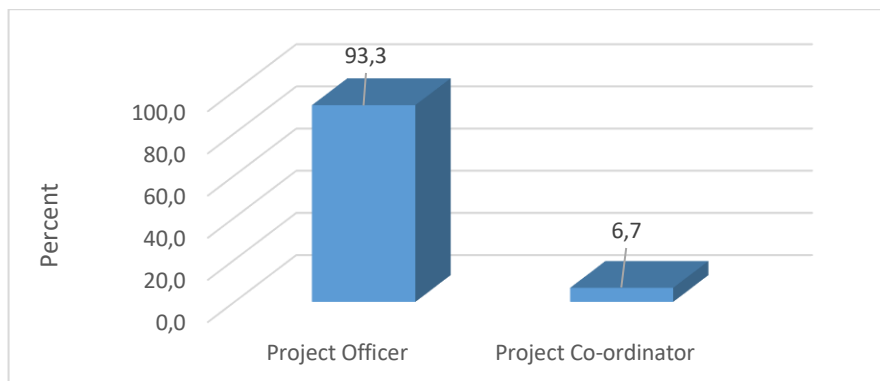
Figure 7: Academic qualification



As presented in the figure above, 53,3 per cent of the respondents possess National Diplomas, 40 per cent have Bachelor's Degrees and 6,7 per cent possess Certificates.

#### 4.4.5 Respondents' Rank/Position

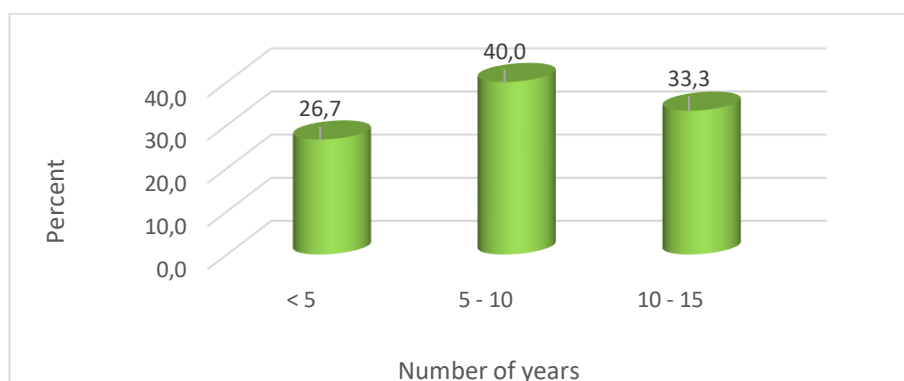
Figure 8: Respondents' position



The majority being fourteen (93,3%) are Project Officers and one (6,7%) is a Project Coordinator.

#### 4.4.6 Number of Years of Employment

Figure 9: Years of employment



The results revealed that most respondents (40%) have been with the department for five to ten years, 33,3 per cent have been employed for ten to 15 years and 26,7 per cent have been employed for less than five years.

#### SECTION B – AVAILABILITY OF SERVICES

This section presents findings from interview responses. It consists of seven questions excluding the participants' biographical information. The analysis was completed by looking at the common responses to similar questions.

##### **Question 1: In terms of development, does the department provide enough services in the Maswazini rural area?**

When the participants were asked whether the department provides enough services in Maswazini, 80 per cent of the respondents reported that the department does not provide enough services to the Maswazini community. One of them responded by saying:

*“The department does provide services, but they are not enough. The department has intervened with [the] Maswazini community, have supported them, have acquired the land, but in terms of developing it, particularly with the production or infrastructural programmes, I believe that not enough has been done on the farm/land that was acquired by the department.” (2018/September 27)*

Another respondent added the following:

*“The department is responsible for land purchase so that the community can benefit through creating production, agricultural or infrastructural projects. So, with the case of Maswazini, the land was purchased but the developing of the purchased land is still outstanding.” (2018/September 27)*

Given the nature of responses, it became clear that in as much as the Department of Rural Development and Land Reform plays its role in developing the rural areas it is not enough. The department has fulfilled its mandate of purchasing the land for the people, but the land has not been functioning in terms of developing it into something useful for the benefit of the people. Makale (2015:1) provides that certain areas within South African remain undeveloped due to the population living in poverty and being poor.

Furthermore, government failures are more visible at local level and are attributed to corruption, administrative incapacity, political influence, financial constraints and lack of skilled labour. South Africa, according to the National Development Plan (NDP), a government’s strategic plan articulating national development goals to eradicate poverty and reducing inequality by 2030 indicate that government made remarkable progress in terms of transition from apartheid to a democratic state, but still remains a highly unequal society where people still live in poverty, the quality of education for most black learners is still poor with rural areas faced with insufficient services. The NDP also indicated that the legacy of apartheid continues to determine life opportunities for the majority of people.

**Question 2: Are there rural development programmes implemented by the Department in the Maswazini area?**

Participants were asked whether there are rural development programmes implemented by the Department of rural development in Maswazini rural area, some respondents revealed that:

*“The department has a programme that is called [the] Land Redistribution and Development programme (LRAD.) This programme involved the buying of the farm/land for the implementation of small community projects that will benefit Maswazini households, whether its agriculture or infrastructure programme. But the development of the land that was bought is still on hold due to minor internal hiccups.” (2018/September 27)*

Another respondent commented that:

*“The farm/land that was bought is currently not functional due in terms of the development of the farm.” (2018/September 27)*

According to the researcher’s opinion, the respondents are well informed about the land that was purchased by the department for the community of Maswazini to recapitalise and create developmental projects on it. What is outstanding is developing the land and creating projects that the people will benefit from. The Financial and Fiscal Commission Report (FFC, n.d) on the implementation of rural development programmes highlights that the South African government acknowledges that rural areas face significant poverty and development challenges. The spread of poor delivery of basic services continues to constrain the developmental efforts of government. The report outlined that the other challenge is that rural development is characterised by ambiguity, conflict policy prescriptions and lack of coherence across activities and incentives in all spheres of government and departments (FFC report, n.d).

### **Question 3: Does the Maswazini community benefit from such programmes and improve their standard of living?**

When the respondents were asked whether the programmes are beneficial to the Maswazini community, one of them responded by saying:

*“The community benefits from the programmes because once the land is bought; the community takes ownership of it. They can now develop themselves in terms of build[ing] their own houses, they can keep their livestock in the acquired land, plough their own crops as much as they want.” (2018/September 27)*



Another respondent commented on the LRAD and recited that:

*“The community benefits from [the] LRAD programme as they can now implement agricultural programmes, [by] farming on the purchased land. That way it improves their standard of living because they produce fruits and vegetables and then decide whether to sell or feed their families.” (2018/September 27)*

Given the responses above, the community only benefits from the land because they take ownership thereof, but the support is lacking from the department and various stakeholders in terms of developing the land. The Department of Rural Development and Land Reform’s yearbook (2014/15) points out that the department is mandated to implement integrated rural development programmes that are linked to the needs of the people and ensure that rural people enjoy the same benefits as those in urban areas regarding the human rights and basic dignity guaranteed by the Constitution.

**Question 4: Are there challenges that the department encounters pertaining to service delivery programmes?**

When participants were asked whether there are any challenges that the department encounters with regards to service delivery programmes, all respondents indicated that there are definitely challenges that they experience when rendering services. Respondents commented as follows:

*“The most critical challenge is the red tape in the entire process of formulation to the implementation of programmes including the fact that too many stakeholders get involved in the whole process of programme formulation and that causes the delay in implementation.” (2018/September 27)*

Other respondents highlighted that:

*“There are a number of challenges, one of them being Maswazini consisting of a large population with different issues such as political issues. Political parties bring their own interest, political driven views and ideas to service delivery gatherings, which*

*then makes it difficult for the department to continue with the smooth operation and implementation of programmes.” (2018/September 27)*

Another respondent cited that:

*“Another example of a programme called ‘one hectare, one household’ that we once tried to implement but failed due to community conflict. Traditional leaders constitute Maswazini; there is also municipality that is supposed to play its role in providing input in decision-making and other provincial departments, particularly the department of agriculture that we normally work with. When not all these stakeholders are reaching an agreement, the programme suffers. It happened and it is still happening in some cases.” (2018/September 27)*

Given the responses above, the researcher’s opinion is that the challenges that hinder service delivery are mostly strategic internal issues within the department and stakeholders involved, which then result in the delay of service delivery. This includes that, according to Fourie and Poggenpoel (2016), the local government is constituted by a variety of stakeholders including the public who have their own interests and expectations. In order to address these needs and expectations, the local government needs to be effective and efficient in fulfilling its responsibility. These are somehow the root challenges that hinder service delivery.

**Question 5: In your perspective, is the Maswazini community happy and satisfied with the supply of services by the department?**

When participants were asked to provide their perspective on whether or not the Maswazini community is happy with the supply of services by the department, some respondents commented that:

*“I could say that the community of Maswazini is happy but not fully satisfied, because they have the land, but the issue of making the land operate for their own benefit is still a challenge, for example, creating projects to be implemented on the land that was acquired by the department. The development of the land has not happened. The*

*community is dissatisfied with the current non-development of the land purchased.”*  
(2018/September 27)

Mafini and Meyer (2016:36) indicate that satisfaction with service delivery boosts the general satisfaction with life of the people in the country. The backlog in service delivery often leads to protest action in South Africa and inadequate service delivery often has a negative impact on customer satisfaction. Mafini and Meyer (2016) continue to maintain that having access to good quality services such as housing, health, education and others has an important impact on personal wellbeing and further urges government to improve on the quality of access to public services in order to address social conditions and create more opportunities for the members of the society.

**Question 6: In terms of communication, how does the department consult with the Maswazini community?**

When participants were asked to indicate how the department consults with the Maswazini community, some respondents revealed by saying:

*“In order for the department to communicate with the community, there is a Chairperson of the Trust, which is our central stakeholder that represents us as the department.”* (2018/September 27)

Other respondents cited that:

*“In some cases, the department calls out community meetings and obviously through the local councillor and traditional leaders when there is a need.”* (2018/September 27)

Madumo (2014:131) indicates that spheres of government have to work together in improving service delivery by municipalities in order to ensure that local democracy is evident. In order for an effective service delivery process to be conducted, it is imperative to note the significance of public participation. Madumo (2014) further states that communities must be involved in service delivery matters so that they can voice their views, needs and perspectives and contribute towards informed decision

making. Madumo (2016) provides that one of the common methods of involving communities is by calling for meetings and providing a platform for open participation.

**Question 7: In your view, has the Maswazini area developed over the years?**

When participants were asked about whether the Maswazini rural area has developed over the years, some respondents responded by saying:

*“Even though not enough has happened in terms of development, the community does receive some basic services, the community has [a] school, community hall, electricity but it is not enough.” (2018/September 27)*

Some cited that:

*“The area of Maswazini is in a developmental stage slowly but surely, even though the services they receive are not enough, the department has purchased the land for the community, now it has security of tenure and cannot be evicted from utilising it for either infrastructural or agricultural projects.” (2018/September 27)*

Given the responses above, the development is still making strides in Maswazini despite the efforts made by government. Statistics South Africa report on the state of basic service delivery (2016) indicated that tremendous progress has been made over the past years in service delivery, however households in rural areas still have access to far less and more inferior services as compared to urban municipalities. The report continued to indicate that part of the reasons for this is the legacy of inequality that still haunts rural homelands, high poverty levels and constraints of extending services to far off rural areas (Stats SA, 2016).

#### **4.6 CONCLUSION**

This chapter presented data collected through questionnaires and interviews utilising a mixed method of both qualitative and quantitative research approaches. The questionnaire was administered to the Maswazini residents and the Okhahlamba Municipal officials to determine the level of provision of basic services, the

availability and challenges encountered in service delivery. Information from the Maswazini residents and the Okhahlamba Municipal officials is significant because it gives opinions on the level of service delivery by the municipality. In addition, interviews were conducted with the Department of Rural Development and Land Reform employees to get their perspective on the development of rural areas and the provision of services. The results of the survey showed the efforts made by government officials in service delivery, however rural areas are still not provided with enough basic services. Kanyane (n.d) opines that municipalities are increasingly under pressure to respond to the needs of the people, as a result, most communities are provided with fewer services.

In conclusion of this research, a summary of conclusions and recommendations will be discussed in the following chapter.

## **CHAPTER FIVE**

### **RECOMMENDATIONS AND CONCLUSION**

#### **5.1 INTRODUCTION**

The purpose of this study was to critically examine the effectiveness in the provision of basic services and challenges in Maswazini, with reference to housing, electricity, water and sanitation. In addition, this study explored the impact of isolation from basic services and the challenges faced by the Maswazini community in terms of basic services. The recommendations presented in this chapter are mainly for the Maswazini rural area as outlined in the summary of findings related to the aim of the study. The following objectives of the study were achieved:

- The methods and strategies used to provide basic services such as water, electricity, housing and sanitation in the Maswazini rural area
- The availability, accessibility and quality levels of these services in Maswazini
- The engagement of the people of the Maswazini rural area in the provision of services, and
- Recommended a practical approach for improving the provision of service delivery at the Maswazini settlement.

The conclusion was reached after the analysis of the collected data and the literature review. Data was collected from the study with the intention of assessing service delivery challenges at the Okhahlamba Local Municipality- Maswazini rural area in KwaZulu-Natal.

#### **5.2 SUMMARY OF MAIN FINDINGS: SERVICE DELIVERY CHALLENGES AT THE OKHAHLAMBA LOCAL MUNICIPALITY**

The findings of the research study revealed that the challenges of service delivery in local government are still observed after 25 years of democracy. The analysis of data findings showed that the lack of water, sanitation, electricity and housing in Maswazini residences compromises the productivity and wellbeing of the people and poses a

threat to their health. There are little to no basic services in the Maswazini area, the little water that the community rely on is inadequate, unsafe and hardly accessible. There is lack of proper sanitation as the community is more reliant on their self-built toilets. There is no proper housing infrastructure yet there is land that was purchased by the Department of Rural Development and Land Reform, but it is still not functional. The electricity has been recently installed in some parts of the area and others do not have access. This again raises an issue of inequality and biasness.

On the side of Okhahlamba Municipality, the main factors that hinder the processes of service delivery are mostly internal strategic and operational issues. The findings indicated that the Okhahlamba Municipality does not provide enough services across the entire community of Maswazini. This is constituted by lack of financial and other limited resources, political influence and decision-making, lack of community involvement until there is a crisis, and too many parties and stakeholders with their own interests that get involved in the formulation and implementation of service delivery projects and programmes.

The researcher found that the state of rural development is slow in Maswazini and the residents have accepted their standard of living. Meanwhile, Okhahlamba Local Government and the Department of Rural Development and Land Reform have put in the efforts and interventions in the provision of service delivery. Change is evident in terms of service delivery compared to decades back, however some services are delayed or not delivered at all due to the institutional factors which threatened the delivery of services as mentioned above. Another major factor that poses a challenge is monitoring and evaluating the delivery of service by the municipality. The findings showed that Maswazini still uses the old system of access to water services and sanitation. This reveals that there is a pronounced lack of evaluation to determine whether the plans and systems that are used are still relevant or whether they need to be upgraded and maintained.

### **5.3 FINDINGS RELATING TO LITERATURE REVIEW**

Literature indicates that despite government's developmental plans and interventions since 1994, a large population continues to live in poverty. The findings from the study found that large parts of the world's poor are the rural communities. Poverty and social exclusion are more evident in the rural areas. Development and service delivery is observed better in urban areas with developed infrastructure and human settlement. However, this disparity has led to an imbalance and inequality regarding the provision of basic services. Koma (2010:114) highlighted that some areas have significantly improved in terms of development and other areas still require more effort with the view to improve. The current state of local government in rural areas shows that most rural municipalities are still faced with basic service delivery backlogs.

An important factor that was found in most studies is the role of local government in the provision of basic services as the sphere that is closer to the people. The Constitution of the Republic of South Africa gives effect that municipalities play a crucial role in addressing basic service delivery backlogs and ensuring that communities are served with adequate water, electricity, housing and sanitation to improve their standard of living and the quality of life. In the context of the South African Constitution (Act 108 of 1996), municipalities in local government assume a great responsibility and significant role in economic and social development. Koma (2010:113) emphasised that local government is located within communities and mandated to respond to the needs of the people, their interests and expectations.

Community involvement is essential in service delivery as it allows the public to influence plans and decisions of government and allows people to articulate their views, ideas and needs that will have an impact on service delivery. The Parliamentary Liaison Officer report (2016:1) outlined that consulting with the public and interested or affected parties, individuals and organisations before making decisions promotes good governance and serves as a problem solving mechanism with the goal of achieving better and more acceptable decisions from both government and the people. The report further states that municipalities invite citizens to actively participate with the intension of ensuring accountability on the administration and political leadership.



Literature also revealed the service delivery challenges in local government.

This is constituted by a lack of adequate water, proper sanitation, housing infrastructure and electricity in the rural areas. Many scholars have shown that slow development is still evident in South Africa and the lack of basic services threatens the wellbeing and lives of the people. The findings highlighted inadequate water and sanitation, improper housing infrastructure and development, and electricity remains an obstacle for social and economic growth in local government. Johannes *et al.* (2016) suggests that the biggest challenge facing South African local government lies in service delivery and that there are minimal development programmes. Further, the citizens lack adequate nutrition, water, electricity, sanitation, health care and housing. Over and above this, the challenges confronting municipalities include lack of financial muscle, service delivery backlogs and institutional weaknesses.

## **5.4 FINDINGS FROM THE ACTUAL RESEARCH**

### **5.4.1 The status of service delivery in the Maswazini rural area**

The study and findings revealed that there are basic services in the area but despite the efforts made by the Okhahlamba Municipality those services are inadequate. There is shortage of water supply and sanitation, housing infrastructure, and some part of the area do not have electricity. enough services and The Maswazini residents do not receive the area is underdeveloped. The majority of residents are not satisfied with the supply of basic services by the Okhahlamba Local Municipality. The shortage of basic services in the area has greatly affected several households especially where insufficient water and proper sanitation is concerned.

It was revealed that there are no toilets and the residents walk long distances to fetch water. The electricity has been installed in some parts of Maswazini, but not across the entire area. Only a few households have benefited from it and in terms of houses, the community have never received housing infrastructure. On the other hand, the study show that the Okhahlamba Municipality and the Department of Rural Development

and Land Reform have made efforts to deliver services to the area but there are factors that have been noted that contribute to the delay or non-delivery of services.

#### **5.4.2 The extent to which services are accessible and available**

Following the conclusion drawn from the analysis of the collected data, the study indicated that housing, water and sanitation services are not accessible in the area. The residents spend months and months without clean and safe water, and they use their self-built toilets, which are somehow dangerous to their health and wellbeing. In other circumstances the municipality does not maintain their service delivery systems as the Maswazini area still uses the old water supply system and boreholes, which is one of the reasons that there is not an adequate distribution of water.

#### **5.4.3 The available methods to engage the community**

Community involvement is crucial concept in service delivery as it provides a platform for communities to have input in planning and decisions concerning service delivery. The findings revealed that the visibility of the municipality is minimal. The engagement between the municipality and the community occurs only when there is an urgent need, where the municipality would call community meetings and the IDP road shows. In addition, there is minimum representation of the community in these meetings. People have become reluctant to attend community meetings. The study showed that there is no constant communication between the Maswazini community, the municipality and the Department of Rural Development and Land Reform.

#### **5.4.4 Recommended strategies to improve service delivery in the Maswazini rural area**

Communities must be engaged in local government service delivery activities so that they feel valued and have a direct and indirect impact on service delivery. Municipalities must take into account that the needs of the people come first, and they must deliver on their promises. If not, communities must be informed as to why and how the issues will be overcome. The municipality must be accountable to the public; therefore, compliance with policies and legislation should be encouraged to ensure that there is no mismanagement of resources. On the other hand, communities should get

involved with municipalities, address their needs and issues in a proper manner and be encouraged to attend community meetings and engagement platforms provided by the municipality.

## **5.5 RECOMMENDATIONS**

**In the view of findings, the researcher recommends that:**

- **Improve community engagement**

The study recommends that the municipality should have constant communication with the community to allow people to articulate their needs so that they deliver what the community requires. People's needs change from time to time and they have different ideas and views that may influence the municipality's planning and decisions in order to deliver relevant, effective services as required by the public.

- **Encourage monitoring and evaluation of services systems and tools**

Services that are delivered to communities must be monitored and evaluated to ensure their relevance and the maintenance thereof. In this case, it will be easier to determine whether these systems still serve their purpose, and if not, they should be upgraded or maintained. For instance, the old system of water supply in Maswazini should be upgraded because it is one of the factors that contributes to the area not having enough water.

- **Efficient and effective utilisation of financial resources**

Effective use and management of available resources is essential in order to verify the quality of service and ensure value for money. The municipality should prioritise its plans in order to allocate sufficient budget and make sure that it works in accordance with the allocated budget. Minimise spending whilst providing best quality service. Adopt and apply strong financial management practices and systems to exercise control over its finances in order to ensure that the public and stakeholders understand how well the municipality uses its financial resources.

- **Enforce compliance with policies and legislation**

Conforming to the policies, rules and legislation in carrying out the duties builds public confidence and improves good governance. Laws such as Public Finance Management Act (PFMA) and Municipal Finance Management Act (MFMA) which aim at promoting proper management of finances, transparency and accountability in all three spheres of government.

- **Training and mentoring of human resource**

Having the right people in the right positions at the right time increases the smooth flow of service delivery. The municipality and the department should ensure that their employees undergo training and are mentored to become qualified and skilled candidates, especially those who occupy relevant positions. This will have a long-lasting advantage in ensuring sustainable and effective delivery of services.

- **Transformative political and executive leadership**

Strong political and executive leadership who understand the needs of the people on the ground and can differentiate between politics and development and the relationship between the two is much needed to steer the delivery of services in the Maswazini area. Strategic leadership that will have a clear vision and understanding of basic service delivery and development of rural areas. In addition, leadership that will be able to fight against lack of accountability.

## **5.6 RECOMMENDATIONS OF THE STUDY**

The study aimed to critically examine and assess the challenges in local government in KwaZulu-Natal, particularly the Okhahlamba Local Municipality, Maswazini rural areas. The outcomes brought awareness to rural municipalities regarding the challenges that the Maswazini community experience. The study also brought to the attention of the Okhahlamba Municipality the institutional factors that hinder the delivery of services to rural communities and provides strategies to address service delivery challenges. It provided in-depth evaluation on the provision of services and the role of local government in service delivery as results showed that rural areas are

still confronted with insufficient basic services. The study presented theoretical significances as it contributes to the literature by providing perceptions to readers, scholars on the challenges of service delivery in rural area. It gave valuable information for decision and policy makers in Okhahlamba Municipality and Department of Rural Development and Land reform in making better strategies that might be helpful for service delivery in future.

## **5.7 CONCLUSION**

This chapter presented a summary of the main findings and a summary related to the literature. The study also provided recommendations for further research. The study contributed to existing knowledge of service delivery challenges that exist in rural areas, particularly in the Maswazini rural area.

## **5.8 FUTURE RESEARCH**

Future research may be conducted on service delivery challenges in local government, particularly in rural settlements.

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Annexure A



**CONSENT**

Dear Participant,

**Statement of agreement to participate in the Research Study:**

- I hereby confirm that I have been informed by the researcher, Hlengiwe Mabizela about the nature, conduct, benefits and risks of this study
- I have also received, read and understood the above written information (participant letter of information) regarding the study
- I am aware that the results of the study, including personal details regarding my sex, age, date of birth, initials and diagnosis will be anonymously processed into a study report
- In view of the requirements of research, I agree that data collected during the study can be processed in a computerised system by the researcher
- I may, at any stage, without prejudice, withdraw my consent and participation in the study
- I have had sufficient opportunity to ask questions and (of my free will) declare myself prepared to participate in the study; and
- I understand that significant new findings developed during the course of this research which may relate to my participation will be made available to me.

\_\_\_\_\_  
**Full name of participant**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Time**

\_\_\_\_\_  
**Signature**

I, **Hlengiwe Mabizela** herewith confirm that the above participant has been fully informed about the nature, conduct and risks of the study.

_____	_____	_____	_____
Full name of researcher	Date	Time	Signature
_____	_____	_____	_____
Full name of witness	Date	Time	Signature
_____	_____	_____	_____
Full name of legal guardian	Date	Time	Signature

## Annexure B



### LETTER OF INFORMATION

Dear Participant

**Title of the research study:** An evaluation on the provision of service delivery in rural settlements. A case study of the Maswazini rural area – Bergville.

**Principal Investigator/s/researcher:** Hlengiwe N. Mabizela (Diploma, BTech - Public Management)

**Co-investigator/s/supervisors/s** : Prof. N. Matsiliza

**Brief introduction and purpose of the study:** The study seeks to evaluate the current situation and any challenges that are encountered in the provision of basic service delivery in rural areas with specific reference to electricity, housing, water and sanitation in the Maswazini area. The study also seeks to gain an understanding of the impact that these challenges (if any) have on the wellbeing of the people in this area.

**Outline of the procedures:** A structured questionnaire will be used to collect information from you. These questionnaires will be self-administered and distributed to you. Interviews will be conducted with selected officials from the Okhahlamba Local Municipality and officials from the Department of Rural Development and Land Reform.

**Risk or discomfort to you:** The study and data collection procedures do not pose any risks to you.

**Benefits:** You will be aware of the state of the provision of basic services in rural areas and in particular the Maswazini area, as well as the level of accessibility to basic services and its impact on residents in the Maswazini area.

**Reason/s why you may be withdrawn from the study:** Participation is voluntary and there are no adverse consequences should you withdraw from the study.

**Remuneration:** There will be no remuneration for you.

**Costs of the study:** None to you.

**Confidentiality:** You reserve the right to remain anonymous.

**Research related injury:** No injuries can be sustained through the process of data collection.

**Persons to contact in the event of any problems or enquiries:** Please contact the researcher (073 450 1002/ 0717992922), my supervisor, Prof N. Matsiliza (033 845 8893) or the Institutional Research Ethics Administrator on 0313732375 Complaints should be directed to the Director : Research and Postgraduate support, Prof S. Moyo on 0313732577 or moyos@dut.ac.za

Annexure C

Bhethany 2121  
Bergville  
3350

08 April 2016

The Municipal Manager  
Okhahlamba Local Municipality  
P.O Box 71  
Bergville  
3350

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH STUDY BASED ON  
THE EXPLORATION OF CHALLENGES OF SERVICE DELIVERY IN THE  
OKHAHLAMBA LOCAL MUNICIPALITY – MASWAZINI RURAL AREA

My Name is Hlengiwe Mabizela, a student at the Durban University of Technology (Midlands Campus) studying towards a Master's Degree in Public Management. I am conducting a research study on the provision of basic services in rural areas with specific reference to housing, electricity, water and sanitation. Maswazini in Bergville has been chosen as the study area where the research will be conducted. The overall purpose of the study is to explore and examine the current state of basic service delivery, identify the quality and adequacy of the available services, its impact and ascertain experiences, concerns and challenges that may be faced by Maswazini residents with regards to basic services.

With reference to the above, I hereby request permission from the Municipal Manager to disseminate questionnaires to be answered by 20 municipal employees who work in the Water and Housing Services Department (Social Services Unit). This basically forms part of the data collection method to gain in-depth theories and overall perspectives of the Maswazini residents who are beneficiaries, and government officials as custodians of service delivery.

For more clarity and information, please do not hesitate to contact me on hlengiwemabizela@gmail.com or 0734501002/0717992922 or my Supervisor, Prof N. Matsiliza on [NoluthandoM1@dut.ac.za](mailto:NoluthandoM1@dut.ac.za) or 0722481132

Yours sincerely,

---

Student



Annexure D

Bhethany 2121

Bergville

3350

08 April 2016

Senior Manager

Department of Rural Development and Land Reforms

P.O Box

Ladysmith

3370

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH STUDY BASED ON  
THE EXPLORATION OF THE CHALLENGES OF SERVICE DELIVERY IN  
OKHAHLAMBA LOCAL MUNICIPALITY –MASWAZINI RURAL AREA-  
(BERGVILLE)

My name is Hlengiwe Mabizela, a student at the Durban University of Technology (Midlands Campus) studying towards a Master's Degree in Public Management. I am conducting a research study on the provision of services in rural areas with specific reference to housing, electricity, water and sanitation. Maswazini in Bergville has been chosen as the study area where the research will be conducted.

The overall purpose of the study is to explore and examine the current state of basic service delivery, identify the quality and adequacy of the available services, and the impact, and ascertain experiences, concerns and challenges that are faced by the Maswazini residents with regards to basic services.

With reference to the above, I hereby request permission from the Senior Manager of the Rural Infrastructure Development Unit to disseminate questionnaires to be answered by ten employees who work in the unit. This basically forms part of the data collection method to gain in-depth theories and overall perspectives of the Rural Development employees as custodians of service delivery.

For more clarity and information, please do not hesitate to contact me on hlengiwemabizela@gmail.com or 0734501002/0717992922

Yours sincerely,

---

Student

#### Annexure E

Public Management, Law and Economics  
Faculty of management science  
Durban University of Technology (Midlands Campus)  
Pietermaritzburg  
KwaZulu-Natal  
South Africa  
Date: 08 April 2016

Dear Participant

You are kindly requested to participate in my study aimed at the completion of my Master's Degree in Public Management at the Durban University of Technology. The topic of my study is: An exploration of the challenges of service delivery in the Okhahlamba Local municipality – Maswazini rural area.

The findings of the study will assist in addressing the current state of provision of basic services in rural areas and seek to establish awareness of the impact of basic service delivery in South Africa.

Your participation is voluntary, and you are free to withdraw at any time. The researcher will not use the information collected through the study for monetary gain. The information collected is solely for the purpose of the research. Your confidentiality is guaranteed as you will not be required to supply your name or address, and the responses of all participants will be aggregated during data analysis.

Should you require further information, feel free to contact me or my supervisor using the contact details provided below.

---

Student

**QUESTIONNAIRE****SECTION A:****BIOGRAPHICAL INFORMATION – MASWAZINI RESIDENTS**

Please provide the following information by placing an X in the appropriate block.

**1. Gender**

a. Female	
b. Male	
c. Other	

**2. Race**

a. White	
b. Black	
c. Asian	
d. Coloured	

**3. Age**

a. 21 to 25 years old	
b. 26 to 35 years	
c. 36 to 55 years old	
d. Over 55 years	

**4. How long have you been to Maswazini area?**

a. 1. Less than 10 years	
b. 11 to 25 years	
c. 26 to 35 years	
d. More than 35 year	

## SECTION B – MASWAZINI RESIDENTS

Below are questions regarding the availability of services in Maswazini rural area.

Please indicate to which extent these statements are True or False by encircling to the appropriate number.

		Definitely True	Possibly true	Do not know	Most likely	Definitely False
a.	Does the department and the municipality render enough services in the Maswazini rural area, specifically electricity, water, housing and sanitation?	5	4	3	2	1
b.	Are the services adequate and efficient?	5	4	3	2	1
c.	Are the services easily accessible to the people?	5	4	3	2	1
d.	Are there challenges that the community encounter with electricity,	5	4	3	2	1

	housing, water and sanitation?					
e.	Have you tried to address those challenges pertaining to basic service delivery with the Municipality?	5	4	3	2	1
f.	Does the Municipality respond to those challenges?	5	4	3	2	1
g.	Does the Municipality consult/inform the Maswazini community regarding the provision of services?	5	4	3	2	1
h.	Are there any other service delivery challenges that the Maswazini community have?	5	4	3	2	1

## SECTION C: MASWAZINI RESIDENTS

The views of Maswazini residents regarding the provision of basic services in the Maswazini area.

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree
a.	In your perspective, the Maswazini community is happy and satisfied with the provision of electricity, housing, water and sanitation.	5	4	3	2	1
b.	The municipality shows commitment to providing best services to the people.	5	4	3	2	1
c.	The Maswazini community provide feedback regarding the services they receive.	5	4	3	2	1
d.	The state of rural development has been improved over the years.	5	4	3	2	1

*Thank you once again for taking time to complete this questionnaire. Your input is very important and much appreciated*

Annexure G

**QUESTIONNAIRE**

**SECTION A:**

**BIOGRAPHICAL INFORMATION - MUNICIPAL EMPLOYEES**

Please provide the following information regarding your position at the municipality by placing an X in the appropriate block.

**1. Gender**

a. Female	
b. Male	
c. Other	

**2. Race**

a. White	
b. Black	
c. Asian	
d. Coloured	

**3. Age**

a. 21 to 25 years old	
b. 26 to 35 years	
c. 36 to 55 years old	
d. Over 55 years	

**4. What qualification do you possess?**

a. Grade 10/standard 8	
b. Grade 11/standard 9	
c. Matric certificate	
d. Certificate	
e. Diploma	
f. Degree	

g. Master's Degree	
--------------------	--

**5. What position do you hold at the municipality?**

a. p. Senior Manager	
b. Manager	
c. Project Officer	
d. Administrative Officer	
e. Administrative Clerk	
f. Other (Please specify)	

**6. How long have you been employed in this organisation?**

a. v. Less than 5 years	
b. 5 to 10 years	
c. 10 to 15 years	
d. More than 15 years	

**SECTION B: MUNICIPAL EMPLOYEES**

Below are eight questions regarding the availability of services in the Maswazini rural area.

Please indicate to which extent these statements are True or False by encircling to the appropriate number.

		Definitely true	Possibly true	Do not know	Most likely false	Definitely false
<b>a.</b>	Does the municipality render enough services in the Maswazini rural area?	5	4	3	2	1
<b>b.</b>	Are the services adequate and efficient?	5	4	3	2	1



<b>c.</b>	Are the services easily accessible for the people?	5	4	3	2	1
<b>d.</b>	Does the municipality provide proper quality of electricity, housing, water and sanitation?	5	4	3	2	1
<b>e.</b>	Are there challenges that the municipality faces when rendering services	5	4	3	2	1
<b>f.</b>	Does the municipality consult the Maswazini residents regarding the provision of services?	5	4	3	2	1
<b>g.</b>	Is there continuous monitoring and evaluation by the municipality in the case where there are problems and/or discrepancies regarding the basic services rendered?	5	4	3	2	1
<b>h.</b>	Are there any delays encountered by the municipality when delivering the services?	5	4	3	2	1
<b>i.</b>	Is the community of Maswazini represented in municipal service delivery meetings?	5	4	3	2	1

### SECTION C: MUNICIPAL EMPLOYEES

The views of municipal employees regarding the provision of basic services in Maswazini area.

**Please answer the following questions, by encircling the appropriate number.**

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree
a.	In your perspective, the Maswazini community is happy with the provision of electricity, housing, water and sanitation.	5	4	3	2	1
b.	The municipality is committed to providing the best services to the people.	5	4	3	2	1
c.	The Maswazini community provide feedback regarding the services they receive.	5	4	3	2	1
d.	The state of rural development has been improved.	5	4	3	2	1

*Thank you for taking time to complete this questionnaire. Your input is very important, and much appreciated.*

Annexure H

**INTERVIEW SCHEDULE**

**SECTION A:**

**BIOGRAPHICAL INFORMATION – RURAL DEVELOPMENT OFFICIALS**

Please provide the following information by placing an X in the appropriate block.

**1. Gender**

a. Female	
b. Male	
c. Other	

**2. Race**

a. White	
b. Black	
c. Asian	
d. Coloured	

**3. Age**

a. 21 to 25 years	
b. 26 to 35 years	
c. 36 to 55 years	
d. Over 55 years	

**4. What qualification do you possess?**

a. Grade 10/ Standard 8	
b. Grade 11/ Standard 9	
c. Matric certificate	
d. Certificate	
e. Diploma	
f. Degree	
g. Masters Degree	

**5. What position do you hold at the department of rural development?**

a. Senior Manager	
b. Manager	
c. Project Officer	
d. Administrative Officer	
e. Administrative Clerk	
f. Other (Please specify)	

**6. How long have you been employed in this organisation?**

a. Less than 5 years	
b. 5 to 10 years	
c. 10 to 15 years	
d. More than 15 years	

**SECTION B – RURAL DEVELOPMENT OFFICIALS**

Views of Rural Development officials regarding rural development and service delivery.

**7. In terms of development, does the department provide enough services to the Maswazini area?**

**8. Are there rural development programmes implemented by the department in the Maswazini area?**

**9. Does the community benefit from such programmes and improve their standard of living?**

**10. Are there challenges the department encounters pertaining to the service delivery programmes?**

**11. In your perspective, are the people of Maswazini happy with the supply of these services by the department?**

**12. In terms of communication, how does the department communicate/consult with the Maswazini community?**

**13. In your view, has the Maswazini area developed over the years?**

*Thank you once again for taking time to answer the questions. Your input is very important and much appreciated.*



**OFFICE OF THE MUNICIPAL  
MANAGER**

P.O BOX 71, BERGVILLE, 3350

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Reference :	Enquiries: Mr S.D Sibande	Telephone: 036-448 8000
Date: 20/07/2018	E-Mail: <a href="mailto:siza.sibande@okhahlamba.gov.za">siza.sibande@okhahlamba.gov.za</a>	Fax: 036-448 1986

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Faculty of Management Sciences  
Durban University of Technology  
Durban  
4000

Dear Sir/Madam

**PERMISSION TO CONDUCT THE RESEARCH STUDY**

This letter serves to confirm that Okhahlamba Local Municipality hereby grants Hlengiwe Mabizela to conduct her study at Maswazini area for her Master's Degree in Public Management.

I hope you will find the above in order

Kind regards

SD Sibande  
Municipal Manager

---



## rural development & land reform

Department:  
Rural Development and Land Reform  
REPUBLIC OF SOUTH AFRICA

KwaZulu-Natal Provincial Land Reform Office, Ladysmith District Office, P.O. Box 2982, Ladysmith,  
3370, Tel. 036 -638 9400 Fax 036-638 9406

Dear MS Mabizela

**RE: Permission to conduct research study in the Department of Rural Development and Land Reform  
(Ladysmith District Office)**

This letter serves to grant Ms Hlengiwe Mabizela a Master's student at Durban University of Technology. She has a proposed research project towards her Master's thesis project on the evaluation on the provision of basic service delivery in rural settlement, particularly Maswazini area in Bergville.

Please note that the purposes of interviewing Department officials, they will be approached directly and participation is on a voluntary basis. The study should be conducted within the ambit good research and ethics as laid down by the University and include confidentiality and anonymity where necessary.

I understand that this project involves accessing personnel information from current and/or former actors within the Department of Rural Development and Land Reform (Ladysmith Office) and that all such data will be provided to the researcher in a manner which ensures confidentiality of the participants.

I support the conduct of this research in this organization.

Regards

MR LINDOKUHLE NHLAPHO  
ACTING DEPUTY DIRECTOR  
DRDLR-LADYSMITH OFFICE

DATE: 01-11-2018

# Challenges of service delivery at Ukhahlamba

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