AN EXAMINATION OF COMMUNITY PERCEPTIONS ON SERVICE DELIVERY: A CASE STUDY OF NTABANKULU LOCAL MUNICIPALITY

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DECLARATION

I Mphumzi Dabula, solemnly declare that this dissertation titled, **An Examination of Community Perceptions on Service Delivery: A Case Study of Ntabankulu Local Municipality** is my original work and all the sources used or cited have been duly acknowledged using complete references, and that this dissertation has not been previously submitted to any institution of Higher Education.

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ABSTRACT

This study examined community perceptions on public service delivery in Ntabankulu Local Municipality. Members of the communities in Ntabankulu Municipality often protest their dissatisfaction with public services being delivered by the government. The study investigated the root causes of poor service delivery in the Municipality. Using interviews and questionnaires as methods of data collection, the study engaged 93 participants, selected randomly to participate in the interview and administration of questionnaires. These participants were drawn from community members, councillors, and ward committee members. The study found that the lack of capacity jeopardises effective service delivery to the communities in Ntabankulu Local Municipality. Other factors that hinder effective service delivery in the municipality include a shortage of financial resources and grant dependency. The findings revealed further that the high backlog of service delivery in Ntabankulu and the non-service delivery is negatively affecting the standard of living of members of the community. The study also found that Ntabankulu Local Municipality limited technical resources in the handling of certain services that required expert knowledge. The use of consultants in place of this absence has not been able to provide the necessary services to the satisfaction of citizens. Other findings suggested that service delivery protests in Ntabankulu are about water and road infrastructure. The recommendations highlighted that Ntabankulu Local Municipality should procure its plant machinery to maintain the access roads and not outsource such services. It was recommended that the municipality should deliver water in water Tanker Trucks at least twice a week while it is trying to provide them with water taps to ensure that community members have access to clean water.

DEDICATION

I dedicate this study to my late mother Sindiswa Dabula for the invaluable love and support that she provided during the time she was alive, and I wish she would have witnessed my first graduation, she passed on when I was just 12 years old.

I dedicate this study to my late aunt Nomachule Dabula for her invaluable love and support throughout my education.

I also dedicate this study to my grandmother Manama Albertina Dabula for raising me, loving me and for the support she provides to me.

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ABBREVIATIONS/ACRONYMS

AGSA	Auditor-General of South Africa
ANC	African National Congress
ANDM	Alfred Nzo District Municipality
BSD	Basic Service Delivery
CBOs	Community-Based Organisations
CBP	Community-based plans
CDWP	Community Development Workers Programme
CFO	Chief Finance Officer
DIPSP	Developed and the Implemented Public Safety Plan
DoRA	Division of Revenue Act
EPWP	Extended Public Works Programme
FV	Financial Viability
GEAR	Growth Employment and Redistribution
GG	Good Governance
IDOT	Institutional Development and Organisational Transformation
IDP	Integrated Development Plan
INEP	Integrated National Electrification Programme
LED	Local Economic Development
MEC	Member of Executive Council
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructire Grant
MPAC	Municipal Public Accounts Committee
MSA	Municipal Systems Act
NGOs	Non-Governmental Organisations
NLM	Ntabankulu Local Municipality
NYDA	National Youth Development Agency
PMS	Performance Management Systems
PR	Proportional Representatives
RDP	Reconstruction Development Programme
RDP	Reconstruction and Development Programme

SA   South Africa

SALGA   South African Local Government Association

SDBIP   Service Delivery and Budget Implementation Plan

SOMA   State of the Municipality Address

StatsSA   Statistics South Africa

UNDP   United Nations Development Programme

WSU   Walter Sisulu University

CHAPTER 1

INTRODUCTION OF THE STUDY

1.1 BACKGROUND OF THE STUDY

This research was carried out in the Ntabankulu Local Municipality in the Alfred Nzo Region of the Eastern Cape Province. Ntabankulu Local Municipality is a Category B municipality that falls under the Alfred Nzo District. The study aimed to examine community perceptions of service delivery. Service delivery is the biggest challenge in South Africa and other African countries, especially in rural areas where people are still without water and sanitation and they still drink water from the rivers and use bushes to relieve themselves. Electricity and road infrastructure are some of the biggest challenges faced by people living in rural villages.

There are three spheres of government in South Africa that are responsible for the rendering of public services, namely, national, provincial and local government. The three spheres of government are interdependent and interrelated and their objective is to deliver public services for the betterment of the citizens' lives. The local sphere of government forms the part of the South African government that is closest to the community members and therefore plays a crucial role in rendering necessary goods and services and developing the local communities or villages (Ndevu & Muller, 2017:13). South Africa's Constitution mandates that local governments provide basic services and support the social and economic development of their communities (Mashamaite, 2014:233). The local government seems to be failing to meet the expectations of community members and as a result, there is an increase in protests for basic services.

Service delivery in local government refers to the distribution of publicly owned municipal goods, benefits, activities, and satisfaction to improve the quality of life in local communities. The provision of municipal services, which may be physical or non-physical, is referred to as service delivery. The delivery of

visible municipal services, such as public housing, roads, water and sanitation systems, and public transportation, is referred to as "physical services" (Reddy, 2016:2). Community perceptions on service delivery refer to how customers see or feel about the services provided to them by the municipality. The municipality needs to have a good relationship and interact with the communities which the municipality is servicing to avoid service delivery protests.

1.2 PROBLEM STATEMENT

In the past few years, the government has experienced consistent service delivery protests in almost all provinces. Hundreds, if not thousands of South African citizens have shown displeasure over poor service delivery in their localities (Mdlongwa 2014:39). According to Mamokhere (2019:1), in the 21st century, developing countries are still faced with the challenges of rendering public service. Mamokhere (2019:1) further argued that South Africa also forms part of the distressed countries in relation to service delivery protests and service delivery backlogs.

In the last five years, the South African government has experienced many protests against poor and unsatisfactory service delivery in most provinces and municipalities (Mamokhere, 2019:1). Mashamaite and Lethoko (2018:116) stated that the high rate of poverty, the high rate of unemployment, lack of services, lack of skills to boost the economy and ineffective application of policies are some of the challenges facing South African local municipalities. Leus (2016:77) argued that the abilities of managers of municipalities have been questioned because of the increase in service delivery protests in municipalities and poor basic service delivery.

Those actions have eroded the confidence and trust of community members in local government. Sikhakhane and Reddy (2011:85) stated that one of the key challenges faced by South African municipalities is the failure to deliver quality services accompanied by a lack of accountability. They further stressed

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that public accountability is a key element of municipal government as it encourages community involvement and public participation. The municipalities need to understand how communities feel about the services that they render to them to avoid service delivery protests.

In the past five years, Ntabankulu local municipality has been faced with the challenges of poor service delivery, lack of water and sanitation, lack of electricity, deteriorating road infrastructure and lack of bridges crossing rivers. These have led to community members embarking on strikes, blocking the roads and vandalising both government and private buildings. All these problems have degenerated and spurred the members of the communities to protest against the incessantly poor service delivery by the municipality. The complaints of the community were about matters that were the responsibility of the municipality.

The protests have been persistent because of the consequences of poor service delivery, which, in part, manifested in the poor performance of learners as they were unable to go to school on rainy days and the untold hardships faced by the people resulting from inadequate basic facilities. Therefore, It is very important to examine the community perceptions of local government to understand why community members often embark on service delivery protests and what community members think about the services that the municipality is rendering to them. By studying the community members' perceptions Ntabankulu Local Municipality could improve its services and correct its mistake when rendering public services. It is very imperative to understand the perceptions of community members towards service delivery to make sure that the municipality delivers the services that the community members need the most in a manner that is effective and efficient.

1.3 THE AIM OF THE STUDY

The study examined the perceptions of the members of the Ntabankulu community with regard to service delivery by the Municipal Government.

1.4 THE OBJECTIVES OF THE STUDY

- To examine the perceptions of Ntabankulu community members on services delivered by the Municipality.
- To examine the factors that are responsible for poor delivery in Ntabankulu Local Municipality.
- To assess the nature and the quality of services provided by Ntabankulu Local Municipality.
- To identify the impact of poor service delivery in Ntabankulu Local Municipality.

1.5 RESEARCH QUESTIONS

- What are the perceptions of Ntabankulu community members on services delivered by the Municipality?
- What are the factors that are responsible for poor service delivery in Ntabankulu Local Municipality?
- What are the nature and quality of services provided by Ntabankulu Local Municipality?
- What is the impact of poor service delivery in Ntabankulu Local Municipality?

1.6 RATIONALE FOR THE STUDY

This study was undertaken to investigate how communities feel about the services that are rendered to them. This study is significant because it will help Ntabankulu Local Municipality to establish a good relationship with its customers in terms of planning so that communities can raise their concerns about the services to be provided to them by the Municipality and minimise the service delivery protests through awareness programmes and consultation about services. When communities participate in planning, it will help the municipality to deliver the services that are needed to those rural areas and

avoid wasteful expenditure by providing a service that would not be used by the community members; for example, constructing a sports stadium while the community needs electricity and water taps. This research should encourage the municipal officials to account to the community members for poor service delivery because the community members will be aware that they are entitled to full information about any inconvenience caused by the municipality. This study will inform community members that they have a role to play in the government affairs of the municipality including in budgeting and planning of the municipal service delivery.

1.7 THE STRUCTURE OF THE STUDY

The study has five chapters.

Chapter 1: Introduction and Background of the Study

This chapter offered an overview of the study and introduced the subsequent chapters. The problem statement, the study's goal, the research objectives, and the research questions were all included in this chapter. This chapter covered the justification for the study, motivation, and structure.

Chapter 2: Public Service Delivery in Local Government

This chapter reviews the existing literature about public service delivery in local government. The general discussion of public service delivery and the basic principles of service delivery are identified and examined. The chapter highlights public service delivery in South Africa before 1994 during the apartheid era and the public service delivery in democratic South Africa after 1994. The legislation that governs the local government is discussed and the municipality as the institution of local government is examined with its role players who are political administrators and public officials, as well as two strategic documents that they use to implement or deliver services, namely, the Integrated Development Plan (IDP) and the Service Delivery and Budget

Implementation Plan (SDBIP). The accountability and the oversight structures are critically discussed with their function in this chapter.

The chapter highlights the significance of public participation in service delivery and the challenges of public participation. The chapter discusses the principles of good and the characteristics of governance. The politics in service delivery are highlighted together with the challenges that hinder effective service delivery. The international perspective on local government service delivery is highlighted in this chapter to see how other countries are rendering public services to the communities and the challenges that they are facing with regard to service delivery.

Chapter 3: Research Methodology

The full details of the research approach used to conduct the study are disclosed in this chapter. This chapter describes the research design, target population, sampling procedure, and research tools or data collection methods utilised to perform this study. The delimitations and the limitations of the study are presented in this chapter and the measures to ensure reliability, trustworthiness and validity are highlighted. The justification of the adopted research approach which was followed to conduct the study is also elaborated in Chapter 3. The study site or the overview or the study area where the research was conducted is outlined.

Chapter 4: Data Presentation and Analysis

This chapter includes data analyses and conclusions based on the findings. Thematic analysis was utilised to analyse the data, and four themes were chosen to analyse the data, with seven sub-themes created from the research questions to analyse the collected data. The study's findings are also critically assessed and illustrated in this chapter.

Chapter 5: Conclusion, Recommendations and Direction for Further Research

This chapter provides recommendations on identified issues or findings of the study and concludes the study and summarises the preceding chapters. This chapter also provides directions for future research.

1.8 CONCLUSION

Chapter 1 has provided an overview of the study and the objectives of conducting the study. As public service delivery is the biggest challenge in South African municipalities, this study examines the perceptions of community members on service delivery in the Ntabankulu Local Municipality to investigate how they feel about the services that are rendered to them by the municipality. Poor service delivery is the main cause of service delivery protests which leads to the vandalism of the existing services or infrastructure. The next chapter reviews the previous research conducted on public service delivery.

CHAPTER 2

PUBLIC SERVICE DELIVERY IN LOCAL GOVERNMENT

2.1 INTRODUCTION

This chapter examines the existing literature on public service delivery, as well as what other scholars have to say about it, and how service delivery is seen as critical to community development and improvement, particularly in rural regions. The underlying ideas and methodologies of public service delivery, as stated in the White Paper on Local Government (RSA, 1998b), are also explored in this chapter. There is also a comparison of service delivery in South Africa during the apartheid era and the post-1994 democratic era. The importance of public participation in planning and service delivery is also discussed in this chapter.

Good governance is very important in all government organisations to ensure that public officials do not misuse the organisational resources and that their conduct is in line with the ethical values of an organisation in rendering public services. The principles of good governance need to be taken into account by the public officials when rendering services to the communities to make sure that public services are rendered effectively, efficiently and economically. By taking into account the principles of good governance, municipalities could enhance the quality of service delivery as there is enforcement of accountability and transparency. The national, provincial, and local governments are the three sectors of government in South Africa and are linked and interrelated in their efforts to supply public services. The focus of this research is on local government which is the level of government closest to the people..

Municipalities fall under local government and their responsibility is to deliver public services to the communities under their jurisdiction with the purpose of ensuring a better life and development. There are two most important strategic documents that the municipality uses to operate in rendering public services

to the communities namely an IDP and an SDBIP. There is legislation that is based on the Constitution that governs local government and the municipalities need to comply with that legislation when implementing their projects and delivering services. It is imperative to look at the international perspectives when dealing with an issue that is common so that a comparison can be made on related issues and benchmarking can be used in resolving such issues.

2.2 PUBLIC SERVICE DELIVERY

Crous (2004:18-19) defined service delivery as the gesture or an effort made by a government official or other people who have the power to control the resources, organisations or systems delivering required services to community members. For example, the municipality may provide the community members with water taps and a municipal official may be assigned to train or help the community members on how to switch off water in the reservoir should there be a water leak or broken water pipe. Abolo (2019:3) stated that public service refers to a service rendered by the government to community members living within its jurisdiction, either directly or by funding the delivery of services. Abolo further emphasised that public services are intended to serve all members of the community.

The rendering of municipal services, which could be physical or non-physical, is mentioned in the context of service delivery. Municipal services that are visible to local communities include public housing, roads, water and sewer systems, and public transit (Reddy, 2016:2). Municipalities, as the closest to people at the local level, are provided with funds and resources to service the basic needs of citizens. Thus, they have a constitutional mandate to harness such resources to meet the needs of citizens at such levels of society. These basic needs and infrastructural facilities include potable water, sewage services, removal of refuse and electricity, among other things (Reddy, 2016:3). According to Motala (2018:37), all organs and institutions of the government are responsible for the provision of public services that would improve the wellbeing of citizens.

2.3 SERVICE DELIVERY IN SOUTH AFRICA BEFORE 1994

Sithole and Mathonsi (2015:11) stated that the history of local government transition in South Africa existed before apartheid was officially introduced in 1948. The authors noted that the idea of a segregated policy was a notable feature of the local government system before the introduction of apartheid. Nonetheless, the White Paper on Local Government indicated that the application of segregated policy characterised the apartheid governing system in South Africa. The Group Areas Act, 1950 (Act 41 of 1950) strengthened the segregation policy with strenuous guidelines and rules regarding residence as black people were forcefully removed from the white-dominated areas to the hinterlands designated for them.

The apartheid system intended to ensure that municipality governments controlled by the whites would only provide services to areas occupied by white people to the exclusion of the black people (Sithole and Mathonsi, 2015:11). The marginal lands available for the blacks living in the homelands had a low production capacity, thereby making them insufficient to improve and sustain local economic activities. Thus, the homelands became dependent on the apartheid government for the provision of funds. This further impoverished the people and stifled the activities of the municipal governments to provide the necessary public services for the people. This lack of resources coupled with corrupt practices as well as a lack of legitimacy that characterised the administration of the homelands hindered the capacity of the government to provide the necessary basic services. Thus, there were backlogs in the provision of basic needs and facilities such as electricity, potable water, effective health care, and adequate educational facilities in the homelands (Sithole and Mathonsi, 2015:14-15).

The apartheid segregation policy in government excluded the homeland administrations from the provision of basic municipal services (Sithole and Mathonsi 2015:15). The provision of clean water, good sanitation, removal of refuse, constant electricity and good roads in these homelands was a rarity.

While the homelands lacked access to these municipal services, the white-dominated areas were sufficiently provided with these services. In other words, black and white South Africans lived in different worlds of municipal services during the apartheid era. In the urban areas dominated by black people, the provision of these basic municipal services was usually in short supply and irregular. With inadequate basic social services, black citizens were vulnerable to different kinds of life-threatening diseases and epidemics.

In the homeland areas, the outbreak of diseases with a high mortality rate was a common phenomenon. Water-borne diseases including diarrhea and cholera were rampant while the irregular supply of electricity made the people resort to the use of coal stoves for their cooking (Sithole and Mathonsi, 2015:14-15). The consequence of this was increased cases of respiratory and lung diseases, especially tuberculosis. The apartheid spatial policies kept black workers far away from their workplaces. Thus, with a lack of an efficient transport system coupled with bad roads, the people had to resort to long-distance travel using mostly unconventional means of transport. The homelands were denied affordable and reliable means of transport (The Presidency, 2015).

2.4 SERVICE DELIVERY IN SOUTH AFRICA AFTER 1994

The 1994 post-apartheid elections were a turning point in the political history of South Africa. According to Nnandozie (2013:81), the "first all-race elections" impacted both the "socio-economic and political landscape of South Africa". While the "apartheid legacy left high levels of poverty in both rural and urban areas, as well as inequalities in access to resources, infrastructure, and social services", the elections ushered in a ray of hope for a segregated society characterised by inequality and divisions (Nnandozie, 2013:81).

> In 1994, the legacy of apartheid presented the new South Africa with massive challenges: poverty, inequality, and the immense aspirations for greater access to basic public services. The government once began addressing these challenges by enshrining constitutional rights to service

access, radically reforming economic and sector policies, and funding ambitious service delivery programmes. New governance and administrative framework for racially diverse provinces and municipalities had to be built and the new structure had to progress quickly in delivering the improved services expected by the people (Hogg, 2011: ix).

In a bid to redress the consequences of the segregated apartheid policy, the new black-dominated government initiated an omnibus policy of the Reconstruction and Development Programme (RDP) to accelerate the development of the homeland communities. The RDP, the focal policy framework of the African National Congress (ANC), contained the blueprints of the proposed services designed for delivery to all communities, post-apartheid. "The RDP consisted of socio-economic programmes designed to redress imbalances in living conditions and institutional reform, educational and cultural programmes, employment generation, and human resource development" (Ploch, 2011:8).

To accomplish this purpose, the government established an RDP Fund to provide sufficient resources to finance the various projects designed to deliver the various services. At different times, the government initiated and introduced a series of policy frameworks designed to ensure the effective delivery of these various projects. As noted by Ploch (2011:8), the new government "introduced a macroeconomic policy framework called the GEAR strategy, which put fiscal sustainability to the fore and stressed that macroeconomic stability was a necessary condition for successful development".

Successive post-apartheid governments in South Africa have sought to demonstrate their commitment to the provision and delivery of basic services to citizens in the various communities, especially the historically disadvantaged locations and townships, cities, and rural areas. As Nkomo (217:1) has noted, this development changed the previous phenomenon of irregular supply of potable water, electricity, sewage systems and good roads that were hitherto exclusively reserved for the whites. The 2016 General

Household Survey conducted by Statistics South Africa (StatsSA)showed that 84% of the population was supplied with electricity while 88% of the communities had access to potable water (StatsSA, 2017). Similarly, 81% of South African citizens had improved sanitation, while only 4% were living without adequate toilet facilities. In terms of refuse disposal, 65% of the communities enjoyed weekly removal of their refuse (StatsSA, 2017). These were remarkable achievements compared to the experiences of the people during apartheid.

Thus, the RDP policy framework provided accelerated basic services for the South African public, especially those that had been denied the enjoyment of such amenities in the past. The RDP's implementation, according to Gumede (2008:16), demonstrated the black South African government's commitment to providing for citizens' fundamental needs by expanding the economy, democratising the state and society, developing human resources, and supporting nation-building. Since then, the country has seen a relatively stable democracy, the establishment of freedom, a growing economy, and steady progress toward a better standard of life for all (Gumede, 2008:16).

2.5 LEGISLATIVE FRAMEWORK GUIDING SERVICE DELIVERY IN SOUTH AFRICA

There are several laws set out by the government to guide service delivery. The supreme law of the country is the Constitution, and all other acts are formulated in line with the Constitution as endorsed by South Africa's first democratic parliament.

2.5.1 The Constitution of the Republic of South Africa, 1996

The advent of post-apartheid democratic society marked the beginning of a series of measures designed to improve the lives of all South African citizens, irrespective of their backgrounds, racial composition, language, or culture. The Constitution, in its preamble, states, "South Africa belongs to all who live in it". The Constitution is the supreme law of the country and guarantees equality of

rights and freedom to every citizen of South Africa, without any prejudice. Chapter 2 of the Constitution, otherwise known as the Bill of Rights, (RSA, 1996), provides for a series of rights and privileges to be enjoyed by all citizens.

Section 7(1) of the Constitution describes the Bill of Rights as the foundation of the South African democracy that guarantees the protection of the rights and freedoms of all citizens. In addition, the Bill of Rights provides support for the entrenchment of democratic values such as human dignity, equality, and freedom. The government is, therefore, bound by law, to provide every instrument and mechanism for the sustenance of these rights and freedoms. They are intended to improve the lives of all South African citizens. The entrenchment of these rights and freedom in the Constitution is a guarantee of an end to the segregated apartheid policies and practices.

The local government is also required under Section 152 of the Constitution to ensure the effective, long-term and timely delivery of essential services to all communities around the country. This implies that local government was founded to provide services to communities on a local level. As a result, the Constitution specifies local municipalities as the level of government responsible for providing public services to local communities. As a result, Section 152(1) of the Constitution of the Republic of South Africa specifies the following as "the goals of local government":

> To provide a democratic and accountable government for local communities; To ensure the provision of services to communities in a sustainable manner; To promote social and economic development; and To encourage the involvement of local communities and local organisations in the matters of local government (RSA, 1996 a).

Similarly, Section 153 of the Constitution obligates the South African local governments to carry out certain developmental activities and functions, including structural management and administration of fiscal policies on public service delivery. Specifically, the Constitution mandates local governments to provide for the basic needs of communities as a priority in their fiscal policies

and processes. In addition, they should provide services aimed at supporting the development of social and economic activities of the communities. Shaidi, Taylor and Raga (2014:108) noted that the creation of developmental local government was founded on the need to assign local level administration the responsibility of demonstrating the culture and ethos of the democratic practice of good governance through effective public service delivery.

2.5.2 The White Paper on Local Government 1998

The White Paper on Local Government (RSA, 1998b) was designed to offer a policy structure and a practical application plan for the revolution of public service delivery. The document predominantly provides guidelines for the delivery of public services. Specifically, the framework is a mechanism for improved, efficient and effective public service delivery in South Africa. The White Paper on Local Government recognises that local government is a sphere of government that cooperates with communities and is accountable for the provision of crucial public services to community members. The White Paper on Local Government also mandates municipalities to ensure that the growth and development of communities take place in a way that improves community participation and accountability (Shaidi et al., 2014:18).

Central to the White Paper was the nature and characteristics of the developmental local government, conceptualised as a system of local government dedicated to working with public and community groups for sustainable partnerships in the provision of basic needs of society (Shaidi et al., 2014:18). To attain developmental goals, significant changes in the way local governments operate are required. Three basic approaches to developing local government were mentioned in the White Paper. These are "integrated development planning and budgeting, performance management and working together with local citizens and partners" (RSA, 1998).

2.5.3 Local Government: Municipal Systems Act No. 32 of 2000

The purpose of the Local Government: Municipal Systems Act No. 32 of 2000 is to introduce the fundamental principles and procedures in local government to make sure that public service is delivered to communities. Its role is also to ensure that those services which are rendered to the community members are affordable and user-friendly to all the citizens. The Municipal Systems Act was established to serve as the legal foundation for local government to guide councillors and municipal administrators in their roles. Its purpose is to provide the structure for the exercise and performance of the municipal powers and functions respectively. It also provides for community involvement in the policies of the municipal government.

The Municipal Systems Act aims to establish a simple and empowering structure for the major planning, performance management, resource mobilisation, and organisational change procedures, supporting the concept of developmental local government. The Municipal Systems Act's goal is to establish a framework for municipal administration and human resource development. By creating a structure for the delivery of services, service delivery agreements, and municipal service districts, the aim is to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their requirements into account.

The Municipal Systems Act also creates a framework for other government agencies to provide support, monitoring and standard-setting. This will allow for the gradual transformation of local government into an effective, frontline development agency capable of combining the activities of all government functions. Essentially, this would aid in the social and economic growth of communities while also addressing legal issues related to local governance. This Act also requires community members to participate in the development of the IDP including the process followed during the drafting stage. The community members must be consulted when an IDP is being formulated and when it is implemented (Shai, 2017:90).

2.5.4 Local Government: Municipal Finance Management Act No.56 of 2003

Shava (2017:47) stated that the Local Government: Municipal Finance Management Act (MFMA) (RSA, 2003) was promulgated when the government found that there was a need for a policy framework to regulate financial management in the local sphere of government. The MFMA is the policy document that was established to ensure sound financial management in municipalities and other organisations at the local level.

The MFMA mandates the establishment of treasury norms and standards for local governments, as well as the efficient handling and management of local government finances. The MFMA further stipulates that, upon demand, a municipality must explain how it spends public funds to community members. Therefore, Section 23 of MFMA pronounced that "when the annual budget has been tabled, the municipal council must consider any views of the local community".

The MFMA provides an opportunity for community members to be involved in municipal affairs by giving input into the budget. The MFMA, Section 121, requires the municipality to compile an annual report which serves1 as the track record of all the activities that the municipality performed in that fiscal year. The annual report promotes accountability to the community members as the annual report reflects all the projects or activities which were performed and the amount of money that was spent by the municipality or municipal entity per project in that fiscal year.

Section 121 emphasises ensuring that the municipality accounts to the community members in terms of funds spent for that fiscal year since the municipality is responsible to serve the interests of the community members. Section 123 of the MFMA talks about the process of disclosures of intergovernmental relations and other allocations. Section 121 provides the community members with appropriate information about the budget that was

allocated for the municipality in that fiscal year while showing transparency and openness to municipal conduct. Section 130 directs and requires the municipalities to take into consideration the principle of openness and transparency and states that public forums should be conducted in an open area where the community members can easily attend. The council meetings for the presentation of annual reports need to be held in time to allow community members to review and address the municipal council, which is important for the improvement of quality service delivery (Shava, 2017:48).

2.5.5 Local Government: Municipal Structures Act No.117 of 1998

The Municipal Structures Act is the legislative framework that provides for the establishment and formation of municipalities. This framework also gives details on the criteria and the determination of the type and the category of a municipality established in an area (De Visser, 2010:90-91). The hierarchy in the municipality is established in compliance with the Local Government: Municipal Structures Act and the committees that exist within the municipality are formed in accordance with the Municipal Structures Act. It also guides how the organogram of the municipality is formulated. The Municipal Structures Act also gives effect to the establishment of ward committees to serve as a link between the municipality and the community members.

Chapter 3 of the Municipal Structures Act is about the council of the municipality. The Municipal Structures Act requires municipalities to review the priorities of the community members annually to ensure that when the municipality plans to implement projects, they are still a priority to the community members. When the municipalities are reviewing the priorities of the community members, they conduct the IDP Outreach programme and ward conferences to find out about the priorities of community members. Section 19(3) makes it easier for a municipality to create instruments to consult with the community and community organisations when carrying out its tasks and exercising its powers (Ntabankulu IDP 2020/2021-2021/22).

2.5.6 The White Paper on the Transformation of Public Service Delivery 1997

According to Sithole and Mathonsi (2015:17), the White Paper on Transformation of Service Delivery indicates that in a civilised and democratic society, public services are a legitimate expectation of community members. As a result, one of the five core programmes of the government's Reconstruction and Development Programme (RDP) is to address the basic requirements of all South Africans. It is also why the government's GEAR macroeconomic plan asks for, among other things, a decrease in needless government financial spending and the freeing up of resources for productive investment and redistribution to the areas of greatest need. This means that government institutions must be reorganised to increase access to their services for all members of the community while staying within budgetary constraints and meeting competing needs.

According to Ngidi and Dorasamy (2014:13), the government's transformation priorities, which include putting people first, are revealed in the White Paper on the Transformation of Public Service Delivery. The transformation of service delivery to address the basic needs of community members while redressing historical inequalities is part of this White Paper. The transformation must result in a shift in government organisations or the public's perception of the government. The White Paper on Transformation of Public Service Delivery aims to provide a new approach to public service delivery that puts emphasis on systems, procedures, attitudes, and conduct within the public sector and corrects them in the public interest, a strategy that prioritises the people.

The White Paper on Service Delivery Transformation establishes a Batho Pele policy framework for citizens to hold public officials accountable for the services they receive. Batho Pele is a Sesotho word that translates to "people first". The Batho Pele principles have a fundamental role to play in ensuring effective public service delivery and demonstrating how to govern the actions of public officials. According to the White Paper on the Transformation of Public

Delivery, the Batho Pele policy framework consists of eight service delivery principles.

2.5.6.1 Consultation

Members of the public should be consulted on the quantity and quality of public services provided to them, and if possible, they should be given a choice of services. The importance of consultation in the development of effective government and democracy cannot be overstated. The implementation of the consultative principle should, therefore, surpass mere practical obedience and become an essential part of service delivery in the public service (Ngidi & Dorasamy, 2014:15-16). Impliedly, consultation is the obligation of the Ntabankulu Local Municipality to consult the public about the planned projects. Consultation can be achieved by ensuring that the municipality conducts a community outreach programme before implementing projects.

2.5.6.2 Service standards

The community members should be told about the quality and the level of services that the government is going to render to them so that they can know what to expect. Molefe (2015:27) stated that by telling the citizens about the level and quality of services they would receive, the government may in some way prevent or minimise the possibilities of service delivery protests. Ntabankulu Local Municipality should tell the community members about the level and the quality of services that they are going to render to the community so that their communities are aware of what to expect. This is to prevent wasteful expenditures on projects which are not priorities to a community.

According to Bekink (2006:3), public services should not be delivered below a certain standard or level of quality. In terms of service delivery requirements, services should be appropriate for their intended purpose, delivered on time, safe, and available at all times. If services are below standard and of poor quality, residents will not pay for them and support their municipal service providers on time. Not only should the services themselves meet the minimal

quality requirement, but so should backup maintenance and support (Bekink, 2006:3).

2.5.6.3 Access

Every member of the community should have access to the public services to which they are entitled. It is the government's job to set goals for expanding access to both public servants and services. Sithole and Mathonsi (2015:17) asserted that all members of the community should have equitable access to public services and should not face discrimination on any basis. In the case of the case study of this study, Ntabankulu Local Municipality should ensure that all community members have access to clean water and electricity, as well as other necessities provided by the government.

A minimal level of basic services should be available to all members of the community. This is a legal duty, not a goal. Many inequalities in access to public services persist, which should be addressed by the construction of new infrastructure as well as the restoration and improvement of current infrastructure (Bekink, 2006:3). According to Bekink (2006:3), municipal services should not only be accessible but also user-friendly and beneficial. Municipalities must ensure that community members with impairments, as well as ignorant citizens, can easily access and use municipal services (Bekink, 2006:3). Thus, Ntabankulu Local Municipality should always make sure that when building community halls they build ramps, not only steps at their entrances to cater for the people using wheelchairs.

2.5.6.4 Courtesy

When interacting with the public and providing public service, all public sector professionals must be nice, polite, and unselfish. This translates to a welcoming and caring attitude toward the general public (Sithole and Mathonsi, 2015:16). Government should treat citizens with courtesy and consideration (Maloba, 2015:35). Government employees must establish guidelines for

dealing with the public. The established criteria should be included in organisations' codes of conduct, values and service delivery programmes.

2.5.6.5 Information

The residents of South Africa must be given accurate information on the public services that they are entitled to. Maloba (2015:36) stated that this principle stresses that community members must be given the correct information about the public service they are eligible to receive. Sithole and Mathonsi (2017:16) argued that the public should not only be given feedback when the government is doing well, but they have to be informed even when the government is experiencing challenges. According to Maloba (2015:36), information is all about reaching out to the public to ensure that they are properly informed about the services that each government unit or department provides. This can be accomplished in a variety of ways, including through newspapers, radio, posters, and flyers. It is a good idea to keep in mind that different communities have distinct demands while disseminating information (Maloba, 2015:36).

2.5.6.6 Openness and transparency

The community members should be made aware of how national, provincial and local government departments are operating and be informed of the officials responsible for certain departments. Sithole and Mathonsi (2015:16) stated that all government processes should be performed openly and transparently, except when such operations are sensitive. This will make peace and boost the confidence of the public and reduce fraudulent and corrupt practices. Maloba (2015:36) argued that openness stresses that the public should be made aware of the daily operational activities of different departments in the municipality. Citizens should have access to this information through yearly reports, strategic plans, and service commitment charters. The community members should be informed about the offices or organisations to which they can direct complaints about any dysfunctional public service or department. Transparency is accomplished when community

members or taxpayers have access to information and are involved in decision-making so that the citizens can be aware of what is happening and can evaluate whether it is applicable. On top of all the means used to ensure transparency, this framework should be stressed (Maloba, 2015:36).

2.5.6.7 Redress

If the government fails to deliver the services it promises, community people should be offered an apology and a full explanation, as well as prompt and effective corrective action. When complaints are made the public should receive a compassionate, positive response and an apology from the government officials. If the Ntabankulu Local Municipality promised the community members the construction of a community hall and fails to build that hall, the municipality needs to explain and apologise to that community.

2.5.6.8 Value for money

This principle stresses effectiveness and efficiency. Value for money is about the provision of quality services at a minimum cost (Sithole and Mathonsi, 2015:17). To give the public the best possible value for money, public services should be delivered cost-effectively and efficiently. In terms of this study, community members are the taxpayers, and the Ntabankulu Local Municipality needs to ensure that the basic services rendered to the local community members provide value for money.

Many services remain unaffordable to South African citizens. Municipalities must make services as accessible as possible to community members to improve the quality of life. Making the services affordable to all community members is not an easy task since the are many factors considered when pricing (Bekink, 2006:3).

2.6 MUNICIPALITY

According to Section 151 of the Constitution of the Republic of South Africa, a municipality is a government institution in local government which is made up

of councillors, municipal officials and the community. A municipality is a local government organisation made up of elected and appointed officials who work within a defined geographic area to provide public services to its residents (Havenga, 2002:16).

> The municipalities are divided into three different categories, Category A, Category B and Category. A category A municipality refers to a municipality that has exclusive municipal executive and legislative authority in its area such as a metropolitan municipality. A category B municipality refers to a municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls such as a district and local municipalities. A category C municipality refers to a municipality that has municipal executive and legislative authority in an area that includes more than one municipality such as the local and rural municipalities (Binza, 2005:83).

A municipal council is a political structure of the municipality and is made up of elected councillors in the municipality and is responsible for the adoption of policies and strategic documents and the budget of the municipality (SALGA, 2011:5).

A municipality has the authority to regulate the local government concerns of its community on its initiative. The term "govern" refers to the act of exercising governmental authority. Governmental authority is the power to set and enforce regulations that apply in principle to everyone under the jurisdiction of the entity that made the rules. A municipality's legislative authority is exercised by enacting and enforcing bylaws for the efficient administration of matters over which it has jurisdiction (SALGA, 2011:8).

Section 151 of the Constitution mandates that every municipality makes every effort to achieve the local government's goals within its administrative and financial capabilities. The underlying aim and grounds for a municipality's existence are represented by the purposes of local government. The objects are as follows:

> To provide a democratic and accountable government for local communities; To ensure sustainable provision of services to communities; To promote social and economic development; To promote a safe and healthy environment; and To encourage communities and their organisations to become involved in local government matters.

Municipalities are also obligated by Section 153 of the Constitution to structure and administer their administrations, budgeting and planning procedures in such a way that they "prioritise the basic needs of the community; promote social and economic development; and participate in national and provincial development programmes".

Section 51 of the Municipal Systems Act states that a municipality establishes an administration based on the municipality's financial capacity and the established administration needs to conform to certain principles to achieve the organisational objectives.

2.6.1 Role of the Municipal Administration

According to Mthembu (2012:14), the administrative leadership is in charge of the overall implementation of Council resolutions. The Municipal Manager is in charge of the municipal administration, as are the directors who are in charge of each service department, according to the municipal hierarchy. According to the Municipal Systems Act No.32 of 2000, the administrative leadership of the municipality is supposed to fulfil executive functions, such as guiding municipal officials and providing administrative advice to political structures within the municipality.

The municipal administration is guided by the values and principles outlined in section 195 of the Constitution

> A high standard of professional ethics; Efficient, economic, and effective use of resources; A development orientation; Impartial, fair, equitable, and unbiased services provision; Responsiveness; Public participation in policy-making; Accountability; Transparency by providing the public with timely, accessible, and accurate information; Good human

resource management and career development practices to maximise human potential; Representativeness, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

According to section 6 of the Municipal Systems Act, municipal authorities must foster a culture of public accountability among themselves. The municipal government must be responsive to the requirements of the local community, and officials must foster a culture of public responsibility among themselves. The Municipal Systems Act further requires the municipal officials to take corruption prevention measures into account and create clear relationships between the community members and the municipality and facilitate the cooperation of the municipal stakeholders. Residents have a right to information, and the Municipal Systems Act compels municipal officials to provide complete and accurate information on the degree and standard of municipal services they will provide to residents.

2.6.2 Roles of the Political Leadership or Council

The structure of the municipality is made up of the Municipal Council and the Administration. The role of the Municipal Council is to formulate policies. In terms of this study in Ntabankulu Local Municipality, there are 34 Councillors from different political parties. Out of these 34 Councillors, there are 17 Ward Councillors elected directly by the community members during the local government elections. The other 17 Councillors are referred to as Proportional Representatives (PR) of their respective political parties. According to Mthembu (2012:14), before a local government election, the Member of Executive Council (MEC) responsible for local government in the Province legislates and publishes in the government gazette the number of councillors for every municipality.

A municipal council must examine the municipality's financial and administrative capability and perform the following functions, according to Section 4 of the Municipal Systems Act:

exercise the municipality's executive and legislative authority and use the resources of the municipality in the best interests of the community; provide, without favour or prejudice, democratic and accountable government; encourage the involvement of the community; strive to ensure that municipal services are provided to the community in a financially and environmentally sustainable manner; consult the community about the level, quality, range, and impact of municipal services and the available options for service delivery; give members of the community equitable access to the municipal services to which they are entitled; promote and undertake development in the municipality; promote gender equity in the exercise of the municipality's executive and legislative authority; promote a safe and healthy environment in the municipality; and Contribute, together with other organs of state, to the progressive realisation of the fundamental rights contained in sections 24, 25, 26, 27, and 29 of the Constitution.

2.6.3 Integrated Development Plan (IDP)

An IDP is a strategic document of the municipality that is adopted by the municipal council and it plays a major role in planning. Chapter 5 of the Municipal Systems Act No.32 of 2000 requires every municipality to adopt a single inclusive strategic plan of the municipality within a set period after local government elections. An IDP is defined as a "principal strategic planning instrument which guides and informs all planning and development, and all decisions about planning, management and development, in the municipality".

An IDP is critical to planning since it informs all planning processes for all levels of government, including the national and provincial governments, as well as all state-owned businesses. Since the three spheres of government are interrelated and interdependent there is a need for proper coordination in terms of the review of the IDP to ensure that the national and provincial governments are updated. To guarantee that the IDPs carry out their Constitutional mandate, they must be developed in accordance with a business plan that outlines roles and responsibilities, time frames, and cost estimates.

The IDP must be reviewed at least once a year to ensure that it remains relevant to the Municipality's Strategic Plan. It is scrutinised to inform other aspects of the municipal business process, such as institutional and financial planning and budgeting. The IDP is also examined to inform the intergovernmental planning and budgeting cycle. A municipality is required by Section 28 of the Municipal Systems Act to design an IDP process plan that will guide the development and review of the IDP. The Municipal Systems Act suggests that the municipality takes into account the following aspects when reviewing its IDP: "Comments from the MEC on the previous IDP assessment; Amendments in response to changing circumstances; Improving the IDP process and content; IDP and budget link; Maximum participation of sector departments; Institutional issues; and Ward based Priorities".

2.6.4 Service Delivery and Budget Implementation Plan (SDBIP)

The SDBIP is a thorough strategic implementation plan adopted by the municipality's council for delivering services as outlined in the annual budget. The SDBIP includes performance indicators, key performance areas, monthly targets, quarterly targets and the annual target as well as the revenue and expenditure projections and the funding sources for the planned projects.

The SDBIP is adopted to make sure that in the municipality there is effective monitoring and implementation of the municipal budget and the service delivery objectives of the municipality are achievable. The SDBIP is adopted annually and serves as an operational document of the municipality which helps the council to assess the performance of the municipal officials (Mahlatsi, 2010:137).

2.7 ACCOUNTABILITY AND OVERSIGHT STRUCTURES IN A MUNICIPALITY

In terms of the legislative frameworks, the structures discussed below are required to play their role of demanding accountability and conducting oversight of municipalities. Those structures are mandated by the Constitution

to oversee the municipal officials and ensure that they perform as required in terms of being democratic and accountable to the local communities.

2.7.1 The Auditor-General of South Africa

The Auditor-General of South Africa (AGSA) is a constitutionally mandated authority that promotes accountability at all levels of government. Section 4(3) of the Auditor-General Act No. 12 of 1995 requires the Auditor-General to conduct an audit in a municipality and to report on the performance of the municipality. Sections 4(c) and (d) of the Auditor-General Act, 1995 requires the municipality to ensure that when the AGSA report is to be tabled, the meeting should be held in an open area to ensure openness and transparency (Van Niekerk and Brits, 2016:121). The AGSA issues an audit opinion based on the performance of the municipality whether it is a clean audit outcome, financial unqualified opinion, qualified audit opinion, adverse audit opinion and disclaimer of audit opinion.

2.7.2 National and Provincial Treasuries

According to Fourie and Opperman (2011:501), the MFMA, Chapter 2, points out that the national and provincial treasuries are required to make sure that they take responsibility for oversight over municipal financial management. The National Treasury has the responsibility to monitor and evaluate the municipalities and the provincial treasuries and make sure that their reports and budgets comply with the MFMA. The National Treasury is also responsible for monitoring and evaluating the municipalities to fulfil their oversight responsibilities. If a municipality fails to comply with the MFMA, the National Treasury may take any appropriate action against them (Van Niekerk and Brits, 2016:121).

2.7.3 Municipal Council

The highest authority in local government is the council of the municipality and the MFMA recognises that the powers of authorisation and oversight are

vested in the municipal council. The municipal council is responsible to residents as well as other stakeholders such as businesses, customers, and users of municipal services. While the municipal council retains the power to adopt policies and budgets, it delegates executive authority to the mayor or the municipality's executive committee. The municipal council preserves its authority to supervise the mayor's implementation of policies, budgets, and bylaws. According to the legislation and the Code of Conduct, municipal councillors are required to disclose their conflicts and the legislation prohibits the councillors from participating in tenders (National Treasury, 2017:8).

A municipality's council, according to Fourie and Opperman (2011:68), is responsible for exercising the municipality's executive and legislative authority as well as using municipal resources in a way that benefits community members. All municipalities must have a municipal council, which is elected every five years, according to Section 18 of the Municipal Structures Act of 1998. A municipal council may create one or more portfolio committees to help it carry out its obligations or exercise its powers more effectively and efficiently. The Municipal Structures Act No.117 of 1998 establishes the portfolio committees under sections 79 and 80.

The municipal council can create Section 79 portfolio committees among its members. A portfolio committee's responsibilities are determined by the local council, which may also grant the committee powers and obligations. Portfolio committees established under Section 79 must report to the municipality's council and account for it. Section 80 of the Municipal Structures Act of 1998 allows the municipal council to form a portfolio committee of its members to assist the executive mayor. Each committee is chaired by a member of the executive committee or the mayoral committee, and the executive committee may also delegate powers and responsibilities. The portfolio committee submits reports to the executive committee or the executive mayor in a manner that the executive committee or the executive mayor specifies (Van Niekerk and Brits, 2016:122).

2.7.4 Mayor or Executive Mayor

The Mayor or the Executive Mayor of the municipality is expected to lead and offer political guidance on policies, budget and municipal financial affairs and ensure that all the municipal activities are in line with the legislative prescripts that govern local government. The mayor of the municipality is required to monitor and oversee the municipal manager and the senior managers to ensure that the administrative functions are properly performed but they should do that without interfering with the daily administrative activities of those managers. The Municipal Manager and the senior managers are required to sign performance agreements which are submitted to the mayor who evaluates their performance. The mayor accounts to the council of the municipality and is responsible to propose and formulate policies while also overseeing the implementation of policies by the municipal administration (National Treasury, 2017:11).

According to Khalo (2013:585), the mayor of the municipality is responsible for ensuring that the annual audit report is prepared and presented to the council within seven months of the fiscal year's end. The accounting officer of the municipality is mandated to publicise the annual report and to invite the community members to make comments on the annual financial report. The executive mayor of the municipality is required under section 56 of the Municipal Structures Act to receive reports from the council committees. Unless the executive mayor can deal with a matter per his or her delegated duties, the Mayor is responsible for making recommendations on such reports and submitting them to the municipal council (Van Niekerk and Brits, 2016:122).

2.7.5 Municipal Manager

The municipal manager accounts to the mayor and the council of the municipality and is accountable for the day-to-day operational administration of the municipality, implementation of policies and the achievement of the set

objectives. The municipal manager needs to be always aware of the issues, changes, or challenges faced by the municipality to provide guidance to the mayor, councillors and the senior officials of the municipality about the financial issues and budget (National Treasury, 2017:11).

Section 62 of the MFMA states that the accounting officer of the municipality is accountable to manage the financial management of the municipality. One of the functions of the municipal manager is to ensure that the municipality is operating according to the performance management systems of the municipality and ensure that there is an economic, effective, efficient and accountable administration in place. Section 21 of the Municipal Systems Act No. 32 of 2000 stipulates that the municipal manager is accountable to publicise the adopted oversight report to make the public aware of the outcomes.

2.7.6 Municipal Audit Committee

Every municipality is required to have an audit committee under Section 166 of the MFMA which serves as an independent advisory structure to the municipality. The responsibility of the audit committee is to advise the municipal council, senior managers and the municipal manager about the matters involving internal financial controls and internal audits and also make sure that they comply with the MFMA and Annual Division of Revenue Act (DORA). The municipal audit committee is required to advise the above-mentioned structures on issues related to risk management, accounting policies and financial reporting to make sure that there is compliance with the MFMA, DoD and other relevant legislation. The municipal audit committee's role is to advise the leadership on performance management and effective governance issues to ensure compliance with the MFMA, DoRA, and other applicable legislation (Van Niekerk and Brits, 2016:123). The audit committee has to report the issues identified by the AGSA to the council, and the audit committee is also responsible to investigate the financial affairs of the municipality (Fourie and Opperman 2011:99).

2.7.7 Municipal Public Accounts Committee (MPAC)

Van Niekerk and Brits (2016:124) stated that the Municipal Public Accounts Committee was established to the council of the municipality to hold the executive and the municipal administration accountable and make sure that the municipal resources are utilised effectively and efficiently. The key tasks of the municipal public accounts committee were identified in the Auditor-General of South Africa's 2012/2013 Consolidated Report on Local Government (National Treasury, 2013:95), and include the following:

> to promote transparency and accountability, and to ensure that financial resources are used effectively and economically; to assess the contents of the municipalities' annual report, and to make recommendations to the municipal council when adopting the oversight report and annual report; to examine municipalities' financial statements and audit reports; to consider improvements, and to ensure that the recommendations of the AGSA and audit committees have been implemented.

2.8 PUBLIC PARTICIPATION IN MUNICIPAL SERVICE DELIVERY PLANNING

Madumo (2014:138) defines public participation as a process of involving the community members to contribute constructively to the affairs of governance for the benefit of both the government and the community members. Public participation means that the public needs to cooperate with the government on decisions that affect them. In local government municipalities, the duty is to consult the community members on housing developments and the use of public land. The community members have a right and a duty to have a say in how the government is carrying out its duties. Members of the community pay taxes and they have a right to know how the government spends the taxpayers' money. If the public does not participate, the government may make decisions without taking into consideration citizens' opinions, resulting in a lack of transparency and accountability.

The Constitution of the Republic of South Africa, section 17 provides that everyone has the right to congregate, demonstrate, picket, and present petitions in a peaceful and non-violent manner. The objects of local government, according to Section 152(1)(a), are to provide democratic and accountable governance to local communities. In addition, Section 152(1)(e) promotes community and community-based organisations to participate in municipal affairs. Section 17(2)(a) of the Local Government: Municipal Systems Act (RSA, 2000) gives effect to Section 152 of the Constitution by encouraging municipalities to develop adequate systems, processes and procedures to allow residents to participate in municipal government decisions.

Beyers (2016:173) argued that public participation in municipal planning and programmes is still a challenge. Public participation is a constitutional obligation and not a privilege. Beyers further argued that because of a lack of public participation in municipal affairs, service-delivery-related protests erupt regularly. According to Beyers (2016:173), political instability, corruption, and politicians' intervention in municipal administration, as well as the failure to deliver democratic and accountable governance, are all factors that contribute to a lack of true engagement. Fledderus, Bransen and Honigh (2015:145) stated that engaging the community members as co-producers could result in more efficient services and better outcomes. Public participation is very important because it creates stability in governance. After all, there is a consensus about the implementation of projects between the community and the municipality.

According to Chapter 5 of the Municipal Systems Act, a municipality must develop a culture of municipal governance that supports the formal representative government. This entails a participatory governance structure that should encourage and facilitate local community participation in municipal matters. Chapter 5 of the Act prescribes the creation, implementation, and evaluation of an IDP. In terms of this study, the Ntabankulu Local Municipality

must guarantee that community members are involved in the planning process.

Municipalities should establish strategies to increase public engagement, according to Sikhakane and Reddy (2011:96), so that communities take ownership of their wards and take deliberate steps to actively participate in local administration. This could aid in overcoming communal idleness, which is an issue in rural areas in particular.

2.8.1 Effective Promotion of Public Participation

A well-functioning information distribution system is required for a municipality to be perceived as transparent. Information can be distributed through different channels or forms of communication, for example, through the media. Information dissemination is vital because it aids both government and communities in facilitating public engagement and ensuring that collaborative decision-making occurs within the municipality. Communication necessitates the involvement of both parties to be successful. Using a public involvement platform built and coordinated by the municipality through ward committees, the municipality should be in a better position to express its vision and encourage essential stakeholders to participate in solving governmental problems (Madumo, 2014:142).

2.8.2 Challenges of Public Participation

Sikhakane and Reddy (2011:96) identified the following challenges in public participation:

- Some individuals perceive democratic processes as novel, and they do not know how to participate productively with government and development organisations, even though they are the backbone of development in their communities;

- Some people are uneducated and unable to comprehend some of the challenges and technical components of decisions made, preventing them from contributing meaningfully;

- Professionals are hesitant to contribute voluntarily, although their specific talents and knowledge may offer value to their specific areas of competence if they do so;

- Inadequate capacity-building in terms of organisational advice and resourcing can also stifle true participation, resulting in internal conflicts and the eventual demise of participatory organisations (Hicks and Buccus 2008:534).

2.9 PRINCIPLES OF GOOD GOVERNANCE

The United Nations Development Programme (UNDP, 2012:3) defines governance as the proper exercise of political, economic, and administrative authority to manage government resources for development. It entails the formalisation of a system in which persons, institutions, organisations, and groups in a society unpack their interests, exercise their rights, and set their differences aside in the pursuit of the common good. The Mo Ibrahim Foundation defines governance as the provision of political, social, and economic public goods and services that community members have a right to expect from their government and that the government is responsible for delivering. According to Keping (2017:3), governance entails exercising authority to maintain order and address the requirements of the people within a specific range.

The objective of governance, according to Keping (2007), is to direct, steer, and manage community members' behaviours using the power of various systems and relationships to maximise the public interest. According to Keping (2017:4), effective governance refers to the process of public administration that maximises public interest. Good governance is the most significant aspect of reducing poverty and supporting development. Participation, agreement-oriented, responsibility, transparency, responsiveness, effectiveness and

efficiency, equity and inclusiveness, and upholding the rule of law are the eight elements of good governance.

2.9.1 Rule of Law

For the protection of stakeholders, good governance involves fair legal regulations that are enforced by an unbiased or independent regulatory organisation. Good governance necessitates the implementation of fair legal policies. It also needs the comprehensive protection of human rights, especially minorities' rights. For impartial law enforcement, an independent judiciary and an independent and non-corrupt police force are essential (Prinsloo, 2012:11).

The supreme principle in public political administration is the rule of law, which must be followed by all government officials and community members, who should all be treated equally before the law. The major purpose of rule of law is to regulate community members' behaviour, manage social affairs, and preserve social order, while also protecting community members' essential political rights, such as freedom and equality. In this way, the rule of law differs from the rule of man in that it regulates both community members' behaviour and government conduct. It stands in stark contrast to political despotism. The rule of law is a fundamental requirement of successful governance, which would be impossible to achieve without a strong legal system, which is based on respect for the law or a social order based on the law (Keping, 2017:4-5).

2.9.2 Transparency

The public disclosure of political organisation information is referred to as transparency. All members of the South African community have the right to know about government policies that affect the public good, such as legislative activity, policy-making, legal provisions, policy enforcement, administrative budget, public expenditure, and other relevant political data. Transparency necessitates the timely dissemination of political information to community members via various media channels, allowing citizens to properly engage in

public policy-making and oversee the administration process. The greater the transparency, the better the governance (Keping, 2017:5).

Transparency refers to the availability of information in easily comprehensible formats and channels. Information should be freely available and directly and easily accessible to the members of the community who will be affected by government policies and practices, as well as the outcomes of such policies, and that any decisions made and their enforcement adheres to established rules and regulations. Transparency is one of the most important aspects of good government since it increases public engagement and accountability. All municipal procedures should be open to public scrutiny, and council sessions should be open to the general public. All parties need access to information (Sikhakane and Reddy, 2011:97).

Transparency is achieved when members of the public, such as taxpayers, have access to information and decision-making mechanisms, allowing them to be aware of what is going on and assess if they are correct. Legislation requiring public sector decision-makers to consult with and report to the public on planned actions should be one of the instruments for promoting transparency. One of the techniques for improving transparency should be the enforcement of principles by officers and the acquisition of inputs through specified measures with internal staff or the commercial sector. This legislation also supports the annual release of local public sector performance statistics, allowing residents to make inter-municipal comparisons of efficiency and effectiveness. All of this work is aimed at reducing the possibility of corruption by making information legally accessible and ensuring that all public policy choices are conducted openly and transparently (Shah, 2005:122).

2.9.3 Responsiveness

Organisations and processes must be developed to serve citizens' best interests within a reasonable timeframe to be considered good governance. Representativeness is an important aspect of local democracy since it ensures

that the demands of the community are expressed in decisions. Because the general public cannot govern directly, elected officials, such as councillors, must do it. The representation is not complete without accountability. Local community people can hold the municipal council accountable for its actions or inaction because it represents and is accountable to them. The municipal council is also in charge of policy-making and overseeing the operations of authorities under its jurisdiction (Sikhakane and Reddy, 2011:96-97).

Accountability and responsiveness are intertwined concepts. Responsiveness implies that public administrators and administrative organisations must respond to public demands in a timely and accountable manner and that it is not acceptable to create unjustified delays or to leave any issues unresolved without a response. When appropriate, public managers should ask community members for guidance, explain their policies to them, and respond to their inquiries frequently. The higher the level of responsiveness, the more effective government will be (Keping, 2017:6).

2.9.4 Consensus-Oriented

Good governance involves a consultation to understand the various interests of community members to establish a broad agreement on what is in the best interests of all community members and how this may be implemented sustainably and thoughtfully. In this case, the municipality needs to interact with the community members as the recipients of public services. Good governance reconciles the various interests by reaching an agreement on what is in the best interests of community members and, if practicable, on policies and procedures (Prinsloo, 2012:13).

2.9.5 Equity and Inclusiveness

The government that gives individuals the opportunity to preserve and improve their well-being sends the strongest statement about its purpose and importance to the community. The well-being of the community depends on ensuring that all of its residents believe they have a stake in it and do not feel

marginalised. This necessitates providing all members of the community, especially the most vulnerable, services to enhance or maintain their well-being (Prinsloo, 2012:12).

2.9.6 Effectiveness and Efficiency

Efficiency, according to Crous (2004:20), refers to the most efficient approach to achieving a goal with the least amount of money spent. Good governance means that the methods used by government institutions to achieve positive outcomes meet the requirements of their constituents while making the best use of the resources available to them, such as human, technological, financial, natural, and environmental resources.

According to Keping (2017:6), effectiveness generally refers to management efficiency. Effectiveness can be defined in two ways: a rational administrative structure, scientifically planned administrative procedures, flexible administrative operations; and reduced administrative costs. Administrative activities that are ineffective or inefficient are not permitted under good governance. The more effective administration is, the higher the level of good governance is (Keping, 2017:6).

2.9.7 Accountability

Accountability means holding every government or public official accountable for their actions. Accountability in public administration refers to the responsibilities and duties connected with a specific office or institution. Accountability means that government officials and institutions must carry out the goals and responsibilities of their positions. The failure of public officials and the government to fulfil their aims or obligations, or to do so in an unsuitable manner, is referred to as carelessness of duty or a lack of responsibility. The greater the responsibility, particularly among public officials and administrative organisations, the higher the level of good governance. In this regard, good governance demands the use of both law and ethics to strengthen public officials and government accountability (Keping, 2017:5).

Accountability is a key principle of good governance. The government is responsible for individuals who may be harmed by its decisions or acts or policies. In a democratic society, community members play a vital role. Accountability gives residents a way to be involved in public life and to monitor how government power is used. The general population can hold the government accountable for decisions and policies made on their behalf (Sikhakane and Reddy, 2011:92).

Accountability is achieved in the delivery of local government public services when residents or taxpayers can identify who is responsible for what and can connect the governing entity responsible for the service to its funding. When there is only one governing entity, taxpayers know who is in charge of what and whom to contact if they want to have a say in how decisions are made. Customers or taxpayers may feel confused and unsure of who is responsible for what and how to have an impact on decision-makers when there are multiple local governing units responsible for various types of services (Shah, 2005:121-122).

According to Sikhakane and Reddy (2011:86), accountability refers to a response to some authority or persons, as well as a government's justification for public officials' actions or inactions, which can be judged against specified community norms or expectations. According to Sikhakane and Reddy (2011:86), hierarchical accountability, professional accountability, legal accountability, and political accountability are the four categories of accountability.

2.9.7.1 Hierarchical accountability

Hierarchical accountability is the most common style of accountability in government, in which accountability connections follow a rigid superior-subordinate structure and the public official is technically liable from the department or unit's leadership to the top. Internally, hierarchical accountability refers to how an organisation's structure, chain of command, and official

communication channels are used. The accountability relationship is built on internal controls, which are implemented through individual supervision and dependence on positional supremacy. Immediate supervisors and quarterly performance assessments are two common examples of hierarchical accountability, in which individual appraisals are based on employee adherence and conformance to organisational instructions, rules, and other instruments that limit employee discretion (Romzek, 2000: 24).

Performance indicators, according to Sikhakane and Reddy (2011:86), can be useful as accountability mechanisms provided managers and professionals understand that they are responsible for providing public services to the community. The municipal Performance Management System was implemented to improve employee accountability within the municipality, and it is described in Chapter 6 of the Local Government: Municipal Systems Act. Performance bonuses are given to municipal officials who perform successfully. Political and administrative infrastructure, as well as the community, make up a municipality. The municipal manager, who is also the municipality's accounting officer, leads the administration, which is made up of directors who are department heads and managers. The administrative hierarchy in the municipality has hierarchical responsibility linkages (Sikhakane and Reddy, 2011:86).

2.9.7.2 Professional accountability

Professional accountability, according to Seldon et al. (1999:194), is shown in work arrangements that provide people a lot of power over their decisions because they are founded on internalised standards of good behaviour, including values and standards, rather than political response. Professional accountability in the municipality ensures that municipal officials carry out their responsibilities in accordance with ethical principles and standards, with any violations resulting in disciplinary action against the authorities (Sikhakane and Reddy, 2011:87).

2.9.7.3 Legal accountability

There are set performance obligations such as the constitutional and legislative requirements which must be obeyed in the case of legal accountability relationships. There are performance mandates in local government, such as the Constitution of the Republic of South Africa, 1996, and other pieces of legislation governing local government, such as the Codes of Conduct for municipal councillors and municipal officials, which municipal bureaucrats must follow. This ensures that municipal officials or councillors charged with providing services to local communities are held accountable if they fail to meet their constitutional and legal responsibilities (Sikhakane and Reddy, 2011:87-88).

2.9.7.4 Political accountability

Municipalities can respond to local needs and demands by forming political accountability connections with key stakeholders such as politicians, community people, and interest or pressure groups. Municipal leaders are accountable to community residents and look for political signals and support. Being attentive to community needs, which may be established through consumer satisfaction surveys, is an important aspect. All of this is evidence of responsiveness based on performance metrics. This relationship is similar to that between politicians and their constituents in that it emphasises the response to public needs. The municipal manager is the head of the municipal service in the local government, and he or she is responsible for ensuring that the municipal officials under his or her supervision are sensitive to community concerns and have a strong working relationship with councillors (Sikhakane and Reddy, 2011:88).

2.9.8 Participation

Both men and women must participate in good government, either directly or through appropriate representatives. Participation must be well-informed and well-organised, with freedom of expression and a keen interest in the

organisation's and society's best interests. Community people have a big say in the participation procedures since they help establish the agenda. To resolve community difficulties, the notion of public participation was born. It is critical that community residents participate in decision-making and planning, rather than simply relying on elected officials (Madumo, 2014:138).

It is all about performance and compliance when it comes to good governance. How an institution uses governance arrangements to contribute to its overall performance and the effective delivery of products and services is defined as performance. Conformance refers to how an organisation employs governance mechanisms to ensure that it complies with legal, regulatory and published norms, as well as community expectations of probity, accountability, and transparency. Conformance is related to the general functions of government, while governance is often concerned with how public employees make choices and carry out policies daily (Rowe, 2008:2).

Active and constructive teamwork between the government and community members is the cornerstone of successful governance, and the powers involved in political administration are crucial to its success. Only when the people have enough political clout to participate in policy-making, administration, and oversight will they be able to pressure the government and work together to develop public authority and order (Keping, 2017:6).

2.10 SERVICE DELIVERY IN RURAL AREAS AND THE EXPERIENCES OF COMMUNITY MEMBERS

Public services are expected to bring change, development and better living conditions to the people in their communities as mandated by the Constitution of the Republic of South Africa. However, when the municipalities are failing or delivering poor services, community members turn to experience challenges and hardship in their communities. In terms of this study, it is very important to focus on the people living in rural areas because Ntabankulu Local Municipality is located in rural areas and it's the people living in the rural area who are

experiencing challenges. Moloto et al (2020:645) agree that the lives of the South African citizens in most rural communities are currently being impacted by the poor level of service delivery.

According to Moloto et al (2020: 647), people in rural areas have few choices in social and economic terms as compared to people living in urban areas. People in the rural areas are facing a lot of challenges such as unemployment, low income and quality of social services. Therefore, a lack of accessibility to e-government infrastructure has contributed to the high level of unemployment and poor good quality of life in the country's rural areas. Many rural areas lack behind in terms of health care, education, agriculture and telecommunication infrastructure (Mkhomazi & Lyamu, 2013:127). As a result, other rural areas in the country do not have telecommunication network coverage.

Many students living in rural areas have been badly affected because of the lack of telecommunication network coverage during the covid-19 pandemic when the students were attending online classes from home. The students from rural areas had to walk long distances and climb the hills or mountains to get network coverage in order to submit or attend a class online. The poor economy limits job opportunities for community members especially those in rural areas due to a lack of various skills and technological infrastructures such as e-government (Moloto et al, 2020:647).

Another challenge that the people living in rural areas experience is the lack of access to information. Moloto et al (2020:647) agree that rural community members travel long distances to government district headquarters to request copies of public records, submit applications, meet officials, or seek information. This also involves cost as well as transportation (Noruwana, 2015:18). The lack of, or the absence of e-government accessibility thereof, has resulted in many service deliveries protests across South Africa, leading to loss of human lives and destruction of property (Noruwana, 2015:18).

2.11 POLITICS AND SERVICE DELIVERY

Politics, according to Easton (1965), is the official distributor of values. In Easton's definition of politics, a value is anything of worth. It can be a material object as well as ideology, goal, social ranking, or anything else that most people deem to be valuable. The politics of service delivery can have a positive and a negative impact on service delivery. Politicians that are committed to organisational solutions and advocate the institutionalisation of constitutional ideals and principles can play a constructive influence in developing local government procedures (Reddy, 2016:5). The Constitution (RSA, 1996) establishes the legislative framework for the country's, provinces', and municipal areas' political governance. The local sphere of government's political structure, the council, is in charge of instigating and overseeing the executive activities of officials selected to discharge its municipal tasks on its behalf. The council is in charge of overseeing the municipalities' administrative functions. Through the proportional representation system, Section 157 (2) has made room for party politics and, eventually, the political direction in local government (Reddy, 2016:2).

2.12 CHALLENGES THAT HINDER EFFECTIVE SERVICE DELIVERY BY LOCAL GOVERNMENT

According to Smit and Govender (2015:538), regardless of the challenges, municipalities must fulfil their obligations, which are critical to improving the quality of life for all community members, because the services provided by municipalities have a direct impact on the citizens' living standards. The authors go on to say that bad service delivery is still a big issue in South Africa, and that there has been an upsurge in in-service delivery protests in municipal areas, with these protests stemming from both a lack of service and poor service quality. According to Mdlongwa (2014:39), the following are the primary difficulties in local government that are hindering service delivery:

2.12.1 Lack of Institutional Capacity

Municipalities face human resource issues due to a shortage of skills and capabilities. Many municipalities in South Africa lack staff with the necessary technical capabilities, and even when they do, there is a shortage of trained personnel who may aid the municipality in providing high-quality services to the population (Mdlongwa, 2014:39). Due to a lack of competency, many municipalities have personnel with insufficient skills, causing service delivery to deteriorate over time and leaving many towns with inadequate basic services. The shortage of skills has resulted in a rise in service delivery backlogs, preventing the government from effectively and efficiently addressing the issues. The issue of a skills shortage is particularly prevalent in administrative and technical jobs, which remain empty in many local governments. Because of a lack of knowledge, there is a major service backlog that is affecting many disadvantaged communities that rely on basic amenities to survive (Managa, 2012:3).

Managa (2012:3) goes on to say that, despite having insufficient money to fulfil their constitutional commitment to promoting public service delivery, some municipalities prefer to underspend the given budget due to a lack of leadership abilities. This is mostly because of a lack of project management and finance management abilities, which has prevented the implementation of certain initiatives.

2.12.2 Corruption and Maladministration

The country's bureaucratic traditions, political growth, and social history all play a role in the scope and character of corruption. The 1996 Constitution, which emerged from an apartheid state rife with disparities, guaranteed human rights and equality for all. However, in the face of violation of human rights, which should be protected under democratic principles, corruption has been rampant. Municipalities are seen as a crucial location for people who steal and misuse government resources, and corruption weakens the validity of the

Constitution (Managa, 2012:3). Many municipalities have been accustomed to corruption and bad management, and the lack of accountability or transparency in the delivery of public services to people is a source of concern (Mdlongwa, 2014:39).

2.12.3 Financial challenges

In South Africa, many local municipalities do not have enough financial resources to implement or render public services and are regarded as bankrupt or are on the brink of bankruptcy and that disturbs their ability to render quality services to the community members (Mdlongwa, 2014:39). Managa (2012:4) argued that many municipalities do not have personnel with the financial and managerial proficiency to make sure that the financial resources allocated for service delivery and infrastructure development are used to fulfil the needs or demands of the community members.

2.12.4 Lack of awareness

Lack of awareness and lack of knowledge by community members concerning their rights impedes effective service delivery as community members are not informed about which offices or officials they can direct their complaints to when they face challenges concerning service delivery in their communities. This allows certain municipal officials to operate freely, knowing that the community will not oppose their behaviour or actions as the community members do not know their rights or the procedures to follow if those rights are infringed (Mdlongwa, 2014:39).

2.12.5 Slow rollout of services

When local municipalities plan and supply public services to community members, it can be a sluggish and tiresome process, which impedes service quality and efficiency (Mdlongwa, 2014:39).

2.13 INTERNATIONAL PERSPECTIVES ON PUBLIC SERVICE DELIVERY

It is very important to discuss other countries' perspectives on local government public service delivery and how they deliver such services to the citizens. It is also important to analyse or discuss the challenges that those countries are experiencing in terms of local government public service delivery. This section discusses the local government public service delivery in Nigeria as a case study.

2.13.1 Local Government Public Service Delivery in Nigeria

Majekodumni (2012:90) stated that the local government is fundamentally established as a sustainable political and administrative institution for the development of all communities and the provision of important basic services to community members. The local government plays a significant role in facilitating the realisation of development in the local sphere of government. The government should continuously look for new and better strategies to build government organisations that can lead and improve the progress of development. The local government must establish a suitable and encouraging environment for the community members in municipalities through efficient and effective service delivery. The local government is responsible for creating a suitable and favourable environment in which all economic organisations can perform to their full potential, and it is this encouraging role of local government that has pushed governments all over the world to seek out new and better ways to deliver their services (Aluko, 2011).

According to the Nigerian legislation, local governments are required to deliver the following public goods and services: construction and maintenance of roads within their municipal jurisdiction, including public walkways, street lights, and stormwater drains, construction of water reservoirs, and construction of pre-schools (Aluko 2011). Other important tasks of local government involve the construction and management of homes for the elderly and children's homes, spatial planning of the settlements of the districts and

registration of immovable property, solid waste collection and disposal, food and livestock markets, slaughterhouses, management of self-help projects, registration and maintenance of the civil register, and issuing business licences (Majekodumni, 2012:90).

Majekodumni went on to say that the primary goal of local government is to improve the well-being and quality of life of community members and communities by providing effective and accountable representation as well as efficient administrative functioning and service delivery. Local governments offer some advantages over larger, more centralised organisations. The Nigerian Constitution divides service delivery responsibilities among the three tiers of government, with states and local governments taking the lead in providing fundamental services like education, health, housing, water, and waste disposal. In recent years, local government has demonstrated its commitment to quality customer service principles through a variety of practical developments, such as extending operating hours, improving facilities, providing more accessible services, e-government initiatives, and published service standards, in many cases through public customer charters and customer service action plans.

Despite the legislation, Majekodumni (2012:91) stated that in Nigeria, public services are characterised as inefficient, ineffective, and do not meet the community members' needs. When the current government took the seat of power, it made a promise to the Nigerian citizens to change their lives for the better. The government had to change the strategy and how it rendered services to Nigerian citizens. To implement the government's ideas, it was necessary to abandon traditional approaches to public service delivery, in which the government was the sole provider of services, and instead, seek out new alternative, cost-effective, and efficient ways of providing services to the public in the manner prescribed by the Constitution.

Nyamukachi (2005) identified three shortfalls of government in providing public services in Nigerian local government. The first challenge is described as a

failure of the government to deliver the objectives that the government has planned and budgeted for. The second challenge is interpreted as the inability to achieve because of unplanned and unbudgeted goals. It is impossible to achieve the unplanned goals because the implementation of projects has to be budgeted for and the projects which are not budgeted for cannot be implemented. Lastly, the failure to deliver quality basic services is proof of the low quality of services, for example, the number of clinics that are not adequately equipped and the construction quality of roads.

In most Nigerian local governments, the lack of service delivery and effective governance is still a serious issue. The level of corruption, institutional capacity challenges associated with appropriate skills and staff, lack of transparency, dysfunctional ward committees, lack of accountability by councillors and municipal officials, lack of public participation in governance issues, failure to comply with municipal legislation and other bylaws, inability to prioritise community needs and budgeting processes that are not aligned and conflict between political and ad hoc committees are all major issues. Local government is recognised as the third level of administration in Nigeria's current Constitution, which was ratified in 1999. In Nigeria, almost all local governments are either collapsing under the weight of the state or deliberately failing to meet citizens' expectations (Majekodumni, 2012:91).

2.14 CONCLUSION

This chapter focused on a detailed analysis of the literature on service delivery in local government. The legislation that governs local government and the principles of good governance were discussed in this chapter. When analysing the literature on service delivery, it was vital to also discuss public participation as it is an important element in governance and it is also a constitutional obligation as outlined in Chapter 5 of the Municipal Systems Act. As this study is about an examination of community perceptions on service delivery in Ntabankulu Local Municipality, the two strategic documents under which the municipality operates were discussed and the roles and responsibilities of

political administration and municipal administration were presented. The challenges that hinder effective service delivery in municipalities have been examined and the basic principles or approaches to service delivery have been discussed. Accountability is very important to every organisation to ensure effective, efficient and economic service delivery to the community members. In this chapter, the accountability and oversight structures were discussed as one of the important aspects that enable a municipality to deliver its services to the community efficiently, effectively and economically. The international perspectives in local government public service delivery were discussed in this chapter to compare how other countries operate in local government to check the similarities encountered by the local government.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter unpacks the different research methods used to conduct the research study. This study intends to examine the perceptions of community members on service delivery within the Ntabankulu Local Municipality jurisdiction. A methodology, according to Igwanegu (2018:4), is a systematic, theoretical study of the methodologies used in research. A methodology, according to Igwanegu, is the theoretical examination of a set of procedures and principles related to a discipline of knowledge. Concepts like paradigm, theoretical models, stages, and quantitative or qualitative approaches are all part of the process. Qualitative research methodology, qualitative research methodology, and mixed-method methodology are the three forms of research technique. This research adopted a qualitative research approach because its findings are descriptive and were conducted to address the phenomenon of poor service delivery in Ntabankulu Local Municipality. Qualitative research is a methodical scientific investigation aimed at producing a detailed, largely narrative description of a social or cultural phenomenon to aid the researcher's understanding of it (Astalin, 2013:118).

3.2 RESEARCH DESIGN

A thorough plan for data collection in a realistic research effort is known as research design. It is a "blueprint" for conducting practical research to answer specific research questions or test specific hypotheses and includes at least three stages, namely, data gathering, instrument creation, and sampling (Bhattacherjee, 2012:35). This study adopted a qualitative approach. The findings of this research are narrative and descriptive about the nature and quality of public services rendered by the Ntabankulu Local Municipality. The explanatory research design has been used in this research. Akhtar (2016:77) stated that an explanatory research design is mainly concerned with causes

or 'why' factors about a phenomenon. The research set out to identify the causes of poor service delivery in the Ntabankulu Local Municipality and the challenges that are faced by the Municipality in service delivery. Open-ended questionnaires were used to collect the data from community members and interviews were conducted to collect data from municipal employees.

3.3 TARGET POPULATION

A population, according to Mark (1996:105), is the "grouping of all individuals, families, groups or organisations, communities, and events who will take part in the study". The term "target population" refers to the total group of people about whom researchers want to learn more. The inhabitants of Ntabankulu who are above 18 years old were the study's target population, both females and males were the target population of this study.

3.4 SAMPLING METHOD

The process of picking a sample of a population of interest to make observations about that population is known as sampling. Understanding patterns of behaviour within distinct populations is a central goal of a social science study. Because of logistical and financial constraints, we cannot examine the entire population; instead, we must choose a sample from the population of interest to observe and analyse. A sample is made up of elements that contain the population's most typical, representative, or usual traits (Singh, 2018, n.p.). The goal of most qualitative studies is "not to generalise but rather to provide a rich, contextualised understanding of some aspect of human experience through the intensive study of particular cases" (Polit and Beck, 2010:1451).

Probability or random sampling and non-probability sampling are defined by Bless, Higson-Smith, and Kagee (2006:100). Many scenarios in social research, according to Babbie and Mouton (2006:166), necessitate non-probability sampling when probability sampling would not be appropriate, even if it were possible. Babbie and Mouton. (2006) distinguish four types of non-

probability sampling: reliance on available subjects, purposive or judgemental sampling, snowball sampling, and quota sampling. Purposive sampling was used in this study. Purposive sampling is a sort of sample that is reliant on the researcher's judgement. This study used 93 participants where municipal employees represented the municipality and the community members were represented by the councillors, the ward committees, and the community members as categorised in Table 3:

Table 3.1: Categorised participants

CATEGORY	NUMBER OF PARTICIPANTS
Mayor	1
Senior Managers	7
Officers	11
Clerks	7
Interns	16
Community Members	22
Ward Councillors	17
Ward Committees	12
Total Number of Participants	**93**

3.5 STUDY SITE

The map provided in Figure 1 shows where Ntabankulu Local Municipality is situated in the Eastern Cape Province of South Africa.

FIGURE 3.1: MAP OF NTABANKULU

Source: Wikimedia (2020)

The Ntabankulu Local Municipality is situated in Alfred Nzo District Municipality, off the National Road (N2) between Mt Frere and Mt Ayliff. Ntabankulu Local Municipality has been incorporated into Alfred Nzo District Municipality with effect from May 2011, from OR Tambo District Municipality. Towns in proximity are Mt. Ayliff, Kokstad and Mt Frere. Flagstaff is accessible through a T19 gravel road to the south of Ntabankulu town. The municipality has a total surface area of approximately 1455 square kilometres which are spread throughout its 17 largely rural wards. The municipality accounts for 13% of the geographical composition of Alfred Nzo District Municipality. The municipality is composed of only one town, which is Ntabankulu.

The Ntabankulu Local Municipality falls within the great Umzimvubu and Umzintlava Rivers. The terrain is largely mountainous and extends to about 800 and 1600m above sea level. Consequently, the local municipality has been named Ntabankulu for its landscape. The area is largely surrounded by forestry ranging from commercial to indigenous. Rainfall is relatively high at

about 900mm – 1500mm annually and increasing near the escarpment. Below is the map of the demarcated Ntabankulu Local Municipality.

3.6 RESEARCH INSTRUMENTS

A research instrument, according to Tankokeng (2013:2), is "what you use to collect data to answer your research topic". The instruments for data collection in this research were interviews and questionnaires. Structured interviews were conducted for municipal employees and follow-up questions were asked during the interview. Seven Senior Managers were interviewed in one-on-one interviews and the 34 operational staff which were made up of 11 Officers, 7 Clerks, and 16 Interns were interviewed in focus groups. Interviews were conducted virtually because of Covid-19 regulations of social distancing. Open-ended questionnaires were asked in English to determine how the community feels about the services rendered by the municipality and whether the community participates in municipal planning.

During the interviews, the researcher captured the minutes of the interview proceedings, and follow-up questions were asked the researcher to get more clarity since the questions were open-ended.

3.7 DATA ANALYSIS

Qualitative data analysis is a method for condensing and making sense of a huge amount of data, frequently from multiple sources, to disclose impressions that provide light on a research subject (People in Need, 2014:13). The process of qualitative data analysis requires taking descriptive data and providing an explanation or interpretation. Interview minutes or records, documents, blogs, questionnaire surveys, images, videos, and other sources of information can be used.

Qualitative analysis, according to Bhattacherjee (2012:113), is the examination of qualitative data such as text from interview transcripts. Unlike quantitative analysis, which is heavily reliant on the researcher's analytic and integrative

skills as well as personal knowledge of the social environment where the data is collected, qualitative analysis is heavily reliant on the researcher's analytic and integrative skills as well as personal knowledge of the social environment where the data is collected. Rather than predicting or describing a phenomenon, qualitative analysis focuses on "making sense" of it or comprehending it (Bhattacherjee, 2012:113).

After the data was collected through questionnaires and interviews, the data was captured in Microsoft Word on a computer, analysed, and evaluated based on the responses of the participants. The thematic data analysis method was used in this research. Narrative analysis, according to Bathia (2018:4), is used to analyse content from a variety of sources, including interviews with respondents, field observations, and surveys. The participants' stories and experiences are used to answer the study questions in narrative analysis (Bathia, 2018:4).

According to Alhojailan (2012:40), thematic analysis is a sort of qualitative analysis. Thematic analysis is a technique for analysing and presenting data-related themes. The thematic analysis delves into the details of the data and uses interpretations to address a variety of topics (Boyatzis, 1998). The interpretation of data was executed based on the responses of the participants and data was thoroughly analysed based on its relevance to the research question or the objectives of the study. After the data was analysed thematically, the recommendations and conclusions were drawn based on the findings from the study.

3.8 DELIMITATIONS/SCOPE

This study was conducted in the Ntabankulu Local Municipality. The participants were the municipal employees and the community members, both males and females participated in this research regardless of their age.

3.9 LIMITATIONS

This research cannot be generalised because of different communities with different perceptions about public service delivery, with different expectations from the municipality. The Coronavirus outbreak in South Africa was a stumbling block to the initial plans for data collection data. Covid-19 regulations prohibited any gatherings in which the researcher planned to engage the community members during the IDP Outreach programmes in all Ntabankulu wards.

3.10 TRUSTWORTHINESS

The study's trustworthiness refers to the level of confidence in the data, interpretation, and techniques used to ensure the study's quality (Polit & Beck, 2014). Thematic data analysis was carried out in this research to analyse data where the themes were identified from the research objectives and the sub-themes were derived from the data to answer the research questions. The responses of the participants were presented and analysed based on their relevance to the study and the research questions. The researcher also confirmed the collected data by conducting observations. The data was analysed based on the identified themes and the report was made based on the findings and recommendations were made. Trustworthiness was evaluated in terms of credibility and authenticity in this study.

3.11 CREDIBILITY

Credibility refers to the accuracy of the facts or the perspectives of the participants, as well as the researcher's clarification and evidence of them (Polit & Beck, 2012). According to Cope (2014:89), the researcher's credibility is enhanced when they describe their experiences as a researcher and confirm the research findings with the participants. The credibility of the information provided by the participants in this research was based on the similarity in the answers provided by different participants and on the judgement of the researcher.

3.12 AUTHENTICITY

Authenticity refers to the researcher's capacity and level of faithfully demonstrating the sentiments and emotions of the participant's experiences (Polit & Beck, 2012). The feelings and the situation of the participants were recorded and presented verbatim during the data analysis. The records of interviews or minutes and the questionnaires have been archived for five years before they will be destroyed or shredded to allow for a reasonable time for those who want to verify the presented data.

3.13 ETHICAL CONSIDERATIONS

According to Bhattacherjee (2012:113), ethics is the moral distinction between right and wrong, but what is unethical does not always imply that it is illegal. This study was conducted in line with the Durban University of Technology Research Ethics Policy and Guidelines to avoid harming and wronging subjects involved in this research. The researcher obtained ethical clearance from the Faculty of Management Sciences of the university (Appendix A), before collecting the data. Permission to conduct the study was obtained from the Ntabankulu Local Municipality permitting the researcher to undertake the academic research. The municipal manager issued a gatekeeper's letter to the researcher to conduct the study (Appendix B). The researcher communicated with the Human Resource Manager before the commencement of the interviews and arranged to conduct the interviews with the municipal employees.

3.13.1 Anonymity and confidentiality

Participants were assured of their anonymity in the letter of information by advising them that their identity would be confidential and would not be revealed in the research report. Before questionnaires were presented, there was a thorough analysis of questions to eliminate sensitive questions and the selection of respondents was done randomly regardless of gender.

3.13.2 Voluntary participation

All participants must partake in the study voluntarily. No one should be forced to be part of the study. Every participant must be informed of the study beforehand and their permission should be requested using an informed consent form (Naidu, 2019:68). All the respondents were informed of their voluntary participation in this study. The community members were randomly selected by the researcher and the researcher approached the community members and informed them of their voluntary participation in this study and clarified that the confidentiality of information of the participants would be maintained and no names would be disclosed in this research.

The community members were also informed that should they decide to withdraw from participating in the study, there would be no adverse consequences. The questionnaires were distributed to the community members and the community members were given a 2-week period to respond. The questionnaires were open-ended to not limit the participants and to allow them to voice out how they felt about the services that are delivered by the Ntabankulu Local Municipality to their communities. The rate of the responses from the participants was positive both from community members and the municipal employees and the researcher was able to determine the root causes of the poor service delivery in Ntabankulu and the challenges faced by the Ntabankulu Local Municipality.

3.13.3 Informed Consent

Before the interviews were carried out, the employees were advised of their voluntary participation in the study, the ethical clearance, the letter of information (Appendix C) and consent form were provided to the participants and they were informed that they could withdraw from participating if they chose to do so. Participants must be given full information regarding the study. This includes the goal of the investigation, duration of the participant's

involvement, the procedures of the investigation, the possible dangers, the advantages and disadvantages of the investigation, and written informed consent is necessary (Naidu, 2019:68).

3.13.4 Deception

Naidu (2019:68) stated that deception involves withholding or giving participants misleading information about the investigation to force participation. Naidu further emphasised that deception must be avoided and it is necessary, to be honest, and give the participants complete and accurate information regarding the investigation. All information about the study and interview process was available to the participants. No information was withheld from any participants involved in the study.

3.14 CONCLUSION

It is very important to select the correct design for academic research to obtain good findings for the study. The qualitative research design was adopted in this study to answer the research questions which were formulated at the beginning of the study. The interviews and the questionnaires were selected as instruments to collect data in this research. The study site of this research was Ntabankulu, and the target population was people from Ntabankulu. The sample size in this research was 93 people who were selected randomly whereby the municipal employees represented the municipality and the community members represented the community. The ethical requirements were observed and taken into consideration during the data collection process and the participants were ensured of their anonymity and confidentiality and voluntary participation. The limitations and the delimitations of this study were identified and discussed in this chapter and the trustworthiness of this qualitative research was justified in this chapter. The next chapter presents the results of the study.

CHAPTER 4

DATA ANALYSIS AND FINDINGS

4.1 INTRODUCTION

This chapter presents and interprets the findings of the study. According to Flick (2013:3), data analysis is the most important step in qualitative research. Regardless of the data available, it is data analysis that decides the outcomes of the research. Data collection is sometimes confined to observing and documenting naturally occurring phenomena, such as interactions. In addition, qualitative research focuses on analysing such recordings (Flick, 2013:3). The data analysis in this chapter is based on the themes which were identified from the research objectives. These themes are public service delivery, quality of public services, the impact of poor service delivery and improvement of service delivery. There are also seven sub-themes, derived from the data to answer the research questions. The data of the participants are coded to protect their identities and the data is presented in verbatim extracts with the dates of the interview or questionnaire.

4.2 DATA PRESENTATION

The following table presents the themes and sub-themes which were identified to analyse the collected data to answer the research questions:

Table 4: Themes and Sub-themes

Themes	Sub-Themes
Public Service Delivery	Types of services Community participation
Quality of Public Services	Challenges in service delivery Causes of poor service delivery
Impact of Poor Service Delivery	Service delivery protests Effects of no service delivery on the standard of living
Improvement of Service Delivery	Strategies to improve service delivery

4.2.1 Public Service Delivery

The first major theme is public service delivery and is derived from the research objectives. Public service delivery refers to the services that are rendered by the government to the people or the community members to better their lives. Municipal service delivery refers to the services that are rendered by a municipality to the people who live within its jurisdiction. Abolo (2019:3) agreed that public service refers to services delivered by the government to community members residing within the borders of that municipality, either directly or outsourcing the rendering of services. In terms of local government, Reddy (2016:2) defined service delivery as the distribution of municipal goods, benefits, activities, and satisfactions that are considered public, to improve the quality of life of community members living within its municipal boundaries.

Local government is the lowest level of government that is closest to the community members and its primary role is to deliver public services to the local communities. Section 152 of the Constitution states that it is an objective of the local government to make sure that the delivery of services to communities is done sustainably. This implies that the local government is designed to render public services to the communities at the grassroots level. In this regard, public service delivery to local communities is a mandate given to all municipalities in terms of the Constitution of the Republic of South Africa.

4.2.1.1 Types of services rendered by the Ntabankulu Local Municipality

The first sub-theme derived from the data is the types of services that are provided by Ntabankulu Local Municipality. The municipal services vary based on the type or category of a municipality. The services that are delivered by the local municipality differ from the services that are provided by the district municipality and the metro municipality. Ntabankulu Local Municipality is a Category B municipality. A Category B municipality, according to Binza (2005:83), shares municipal executive and legislative authority in its region with a Category C municipality, such as the District Municipality or the Local

Municipality. Ntabankulu Local Municipality falls under the Alfred Nzo District and services such as water and sanitation are provided by the Alfred Nzo District Municipality.

It was found that the community members could not distinguish between the services that are rendered by the Ntabankulu Local Municipality and the Alfred Nzo District Municipality. It was found that the services that are rendered by Ntabankulu Local Municipality are divided into five key performance areas namely, basic service delivery, local economic development, institutional development and organisational transformation, good governance and financial viability.

4.2.1.1.1. Basic service delivery (BSD)

The BSD services that the municipality delivers include spatial planning, building control, construction and maintenance of access roads, stormwater drainage, and pedestrian and river-crossing bridges. The responsibility of the municipality is the construction and maintenance of community halls. The BSD includes the installation of electrification infrastructure and installation of solar-powered light-emitting diode (LED) streetlights in the urban and peri-urban areas. BSD also includes services such as the maintenance of stormwater control facilities, and the construction and maintenance of public amenities, namely public walkways, cemeteries, sports grounds and community parks.

The municipality also offers indigent support, disaster management (Level 1), and waste and environmental management. The community members stated that the municipality was not doing enough in terms of rendering basic services. A member of the community said:

> The services that are rendered by the municipality are water, and houses. Sanitation, roads and electricity and those services do not fulfil our needs as community members because they are in bad condition (CMP, 26-11-2020).

The perceptions of the community members were that the basic services rendered by the municipality were poor and the municipality did not maintain the access roads and many villages did not have clean water.

In terms of electrification, the municipality was doing better because most of the villages in Ntabankulu had access to electricity. One participant said,

> The services that are rendered by the municipality are housing, roads, water and sanitation and also employment and but the municipality is failing to deliver such services they are either poor or not working at all. In terms of employment, there is a lot of nepotism, the only people who get employed are the ANC comrades. (CMP, 23-07-2020).

It was found that the community members were aware of the basic services that the municipality delivered to them, even though they were dissatisfied with the quality of those basic services. A municipal official explained the services being provided to the communities thus:

> The services that are rendered by the municipality are electricity infrastructure; construction of access roads; community infrastructure such as the building of community halls, pre-schools and sports fields; waste collection and waste management; provision of alternative energy, for example, paraffin; stormwater management; trading regulations; street lighting; and traffic management (MMP, 16-09-2020).

The participants were asked about the types of services that were rendered by the Ntabankulu Local Municipality and whether they were satisfied with the services. Their responses were similar in terms of complaints about the quality of services provided by the municipality. According to a community member:

> The services that are delivered by the municipality are electricity, roads, water and sanitation. Those services do not fulfil our needs because the water taps do not have water and the access roads are in bad condition (CMP, 11-08-2020).

Another participant supported this claim that the basic services rendered by the municipality were poor, saying:

It's water, roads and free basic services like shelter but our municipality does not deliver. We do not have access roads. Indigent people are not receiving free basic services (MEP, 23-07-2020).

It was found that the majority of the community members had the same problems which were the condition of the access roads and the lack of water supply in their communities.

4.2.1.1.2 Local economic development (LED)

The LED services provided by the municipality include small, medium and micro-enterprise support, investments and agro-hub, tourism, special programmes for the elderly, women, people living with disabilities and children, and expanded public works programmes. The municipality assisted small businesses or co-ops for youth, women and elderly people with funding. According to a municipal officer, "The municipality has funded the poultry cooperative in Ndlantaka and poultry cooperative in Bonxa Location" (MMP, 16-09-2020).

The Ntabankulu Local Municipality was trying to alleviate poverty and to improve the local economy within the Ntabankulu area. The municipality had an Extended Public Works Programme (EPWP) which it employed people who lived within the Ntabankulu Local Municipality jurisdiction. One of the managers in the municipality explained and said,

> The municipality has employed 562 unskilled, semi-skilled and skilled people through an EPWP whereby the unskilled employees are placed in cleaning of the Ntabankulu town and the skilled employees are placed in municipal offices as interns to get experience (MMP, 06-10-2020).

The community members felt that the councillors and the municipality officials did not inform all community members about the EPWP opportunities. They complained that the municipality only employed people who were supporters and relatives of the ANC, and there was a lot of nepotism in the recruitment process. According to a community member:

> The ward councillors and ward committees do not inform us
> when there are EPWP job opportunities in the municipality.
> Sometimes we find out about such opportunities when people
> are already working maybe they only consult their friends and
> relatives (CMP, 26-11-2020).

The issue of the EPWP is a problem in Ntabankulu. Recently, the EPWP job opportunities were advertised by the municipality and people applied. However, the municipality decided to renew the contracts for the people who were already in the programme and the community members were unhappy about the decision taken by the municipality. The LED aims to develop the economy of Ntabankulu through job creation and empowerment of the people to eradicate poverty. It was found that the municipality was trying to eradicate poverty in the municipality through job opportunities. According to one of the senior municipal officials:

> The municipality has donated five computers and R10 000 to
> an internet café owned by the youth individual with the aim that
> it will also create job opportunities and also the municipality
> has trained 20 women in sewing so that they can be self-
> employed and use their skills to earn a living (MMP, 21-07-
> 2020).

It seems that the Ntabankulu Local Municipality was trying its best to assist the people of Ntabankulu and contribute to the LED, but the challenge was a lack of financial resources.

4.2.1.1.3 Institutional development and organisational transformation (IDOT)

The IDOT services include human resource management and development, council support and legal services. In terms of IDOT, the municipality was doing well because it offered in-service training and internship opportunities to the youth of Ntabankulu and the majority of its staff were youth. According to a municipal official:

> Every five years after the local government elections the
> municipality offers training to the councillors and ward
> committees to educate them about municipal governance and

how to engage community members with regard to municipal governance (MEP, 17-07-2020).

The municipality also offered training to its councillors to equip them with skills and knowledge so that when they adopted or approved policies or made resolutions about municipal dealings, they did not put the municipality in jeopardy. "The municipality has a legal advisor who advises the municipality with issues about the contracts and service level agreements" (MEP, 23-07-2020). The legal advisor helped the municipality to make informed decisions in terms of contracts with service providers or tenants who were renting municipal buildings and to avoid being sued by other organisations or individuals.

4.2.1.1.4 Good governance (GG)

Good governance services provided by the municipality included strategic planning (IDP, Budget, and SDBIP), communication, performance management, and internal and external auditing. The municipality also provided GG services such as risk management, ICT, public participation, policy development and implementation and compliance with legislation.

The community members perceived that the municipality involved them in strategic planning only for compliance purposes but the municipality took a long time to implement their projects. According to a community member,

> The municipality always comes to our villages during the IDP Outreach programme and they always tell us that they do not have the budget to implement the projects that we are proposing as a community and I feel they involve us only to comply with the local government legislation (CMP, 13-08-2020).

The municipality engaged the public in IDP, Budget and SDBIP and the communication was done through the councillors and ward committees. The municipality encouraged public participation and invited the community members to make comments after the IDP adoption. A municipal official said,

> The municipality engages the community members twice a year during the draft IDP and IDP review so that they have input on planned projects and the municipality report on the progress of projects during the IDP Outreach. (MEP, 23-07-2020).

The researcher found that the draft IDP was published in the local and provincial newspapers to invite community members to make public comments and the final IDP was also made available for public viewing. The Ntabankulu Local Municipality had a performance management system that the municipality used to review the institutional performance and individual performance monthly, quarterly and annually. According to a municipal official:

> The municipality has established the standing committees and the audit committee which have to sit quarterly to analyse the performance of the municipality and those quarterly reports are also presented to the council of the municipality (MEP, 23-07-2020).

The researcher found that the municipality had an internal audit committee that audited the municipal performance quarterly and annually and the municipal performance was also audited by the Auditor-General. The outcomes of the audit were published to ensure good governance and accountability to the community members.

4.2.1.1.5 Financial viability (FV)

The FV services included revenue management, budget preparation, expenditure management, financial reporting, supply chain management, asset management and revenue enhancement. The municipality generated revenue from ratepayers and by renting out its buildings. However, according to one of the councillors, "The ratepayers are reluctant to pay the municipal rates and as a result of that, the municipality has appointed the people to collect the rates" (CP, 20-05-2020).

It was found that the Ntabankulu Local Municipality had been trying to inculcate the culture of timely payment of rates to enhance its revenue. A municipal official explained,

The physical assets of the municipality are regarded as the most important assets of the organisation and are well managed and recorded in an asset register with their asset number (MEP, 13-07-2020).

It was found that the municipality managed its assets effectively and economically and when the municipality did not want certain assets anymore it disposed of them by auction. According to the observation of one of the community members:

The Ntabankulu Local Municipality has never achieved a clean audit in the last ten years and the continuation of appointing the same companies in tenders and service providers makes me think that their municipal funds are misused and their fraudulent activities are taking place within the municipality (CMP, 26-11-2020).

The community members perceived that the municipality was not properly managing its finances and they felt that the municipality was involved in wasteful and fruitless expenditure since the municipality had not achieved a clean audit in the last decade. The community members felt that corruption was rife in the municipality by awarding tenders in supply chain management unfairly and with a lack of transparency.

4.2.1.2 Public participation

The second sub-theme derived from the data was public participation and showed whether the community members were involved by the municipality in the affairs of governance. The Local Government Municipal Structures Act No. 117 of 1998 (RSA, 1998a) requires the municipality to establish the ward committees as the representatives of the community, which serve as the link between the community and government. One of the executive members explained:

The community-based plans (CBPs) are documented at the Ward level with the involvement of ward committees and community members whereby the community members' voice out their priorities on projects or services that they require as

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a ward so that those proposed projects can be put in an IDP (EMP, 13-10-2020).

Participant EMP (13-10-2020) further explained that the CBPs focused on community needs and were informed by public inputs. During the IDP and budget processes, the communities were asked to be part of the planning, especially when reviewing the IDP document. The IDP was informed by the CBPs that were developed by the communities. The programmes included public imbizos, IDP outreaches and stakeholder engagements. One of the community members confirmed that the municipality involved the community members and said:

> The municipality does consult with us as a community through the IDP Outreach Programme and State of Municipal Address. We always put our priorities but few of those projects are implemented while the Municipal officials always tell us that there is no budget (CMP, 13-08-2020).

The researcher found that public participation was taking place in Ntabankulu Local Municipality. Another community member further explained how the municipality involved them and said:

> The municipality consults us as a community when the municipality is handing over the constructor of a certain project such as a road or construction of a pre-school and also ensures that the community members are given the first preference in employment in such projects. (CMP, 17-06-2020).

The researcher found that during the implementation of IDP projects, the municipality conducted ward conferences for community representatives (ward committee, councillors, and other stakeholders) that were involved in monitoring the SDBIP process for reporting purposes. The municipal official explained that:

> During the State of Municipal Address, the municipality updates the community members about the projects, achievements, budget and prioritised projects to be implemented in the upcoming fiscal year and the community

members are given the chance to comment (MEP, 16-07-2020).

The researcher also found that the Ntabankulu Local Municipality used the following channels to ensure public participation in service delivery: awareness campaigns, moral regeneration movement, community consultation, ward delimitation, road safety campaign, IDP and Budget Outreach programme, State of the Municipality Address (SOMA) and the Developed and the Implemented Public Safety Plan (DIPSP). The purposes of local government, according to Section 152(1)(a) of the Constitution, are to create a democratic and accountable government for local communities.

In addition, Section 152(1)(e) promotes the participation of the community and community-based organisations in local government matters. Section 17(2)(a) of the Municipal Systems Act 32 of 2000 gives effect to Section 152 of the Constitution by encouraging municipalities to adopt adequate methods, processes, and procedures to allow residents to participate in governance decisions. The public participation channels are the mechanisms by which the Ntabankulu Local Municipality engages or involves and promotes community participation.

4.2.2 Quality of Public Services

The second major theme derived from the research objectives was the quality of public services. The quality of service can be measured based on the effectiveness of the service provided to ease the lives of the community members because the services are rendered to make the lives of the community members better. The problem of a lack of funds to implement projects frustrates the community members and they end up losing hope in the leadership of the municipality as the community members experience hardship in their communities because of poor services. The majority of the respondents experienced poor service delivery in Ntabankulu. The responses of participants on the quality of services rendered by the Ntabankulu Local Municipality are presented below. According to a community member's

perception of the quality of services delivered by the municipality, the community member perceives that:

> The services rendered by the municipality are very poor. Even the ward councillor hardly meets community members. Our village (Cedarville) has had very bad access roads since 2013. We have been reporting the matter with no luck. The communication is very poor, the municipal officials always make promises, but they do not keep their promises (CMP, 23-07-2020).

The researcher found that a constructor had been appointed to construct the Cedarville access road and the construction was underway. However, the community members were not happy about the way their ward councillor was handling government affairs. The ward councillors are supposed to be the link between the municipality and community members in communication and also in rendering quality services. The researcher found that the ward councillor did not want to take responsibility as the leader of the ward. The community of Mzalwaneni location was still without water in their community although there was a contractor who was installing new pipes and taps and there was a new reservoir that had been built in that location. Another community member supported the claim that the quality of services is poor and said,

> The services that are rendered by the municipality are very poor. In our village at Mzalwaneni, we have taps, but they do not have water for almost three years and when we engage the municipality and our ward councillor, they say water is a responsibility of a district municipality. The access road in our village is very bad and it needs to be maintained because it is in a bad condition (CMP, 11-08-2020).

The issue of the bad access roads was often mentioned and the researcher engaged the municipality and found that the municipality had not prioritised that road during the financial year because of a lack of funds. Many villages were experiencing the challenge of the lack of water and poor access to roads. Water is the most essential service that the community members need but the community of Bagqozini had no access to the water supply. The researcher

found that the community had had no access to the water supply for more than a decade.

> The services are very poor, in our village (Bagqozini) we do not have water taps, we are still using water from the rivers where the livestock also drink and swim in the same river. We have been complaining to the municipality about the water crisis up until now the municipality has not attended to our complaint (CMP, 13-09-2020).

The researcher also found that there were about 10 taps in that community, which were installed by the OR Tambo District Municipality, but those taps were no longer operating and they had no water. The community members perceived that the quality of services delivered by Ntabankulu Local Municipality was poor. For example, the people of Ludeke Village were still experiencing hardships and miserable life because of the poor service delivery. When interviewing the municipal officials, the researcher found that because of insufficient funding the municipality prioritised about five kilometres of an access road each financial year. However, the access roads which had been re-gravelled in the previous financial year were also in a bad condition because of the heavy rains.

> The quality of services rendered by the municipality is very poor. Here at Ludeke Village, the condition of an access road is very bad, and our village is inaccessible when it is raining. For us to find transport, we walk a long distance because of the bad road. (CMP, 26-11-2020).

The community members experienced similar problems in service delivery and the participants' responses were similar to each other. They all agreed that the quality of services being delivered in Ntabankulu is very poor.

> The quality of service rendered by the Ntabankulu Local Municipality is very poor. In our community at Ndwana village, we do not have community halls, or water taps, and the access road is very poor, and the cars are unable to go on rainy days. (CMP, 24-09-2020).

The majority of the participants complained about water and the access roads in Ntabankulu. The researcher found that the municipality depended on the

Municipal Infrastructure Grant for the construction of access roads and the water supply was provided by the Alfred Nzo District Municipality.

The researcher found that the issue of poor communication between the municipality and the community members was the problem, and the municipal officials always made promises during the IDP Outreach programmes but failed to fulfil their promises. It was noted that the municipality did not deliver free basic services like shelter and indigent people were not receiving free basic services to which they are entitled. The IDP 2020/2021-2021-2022 (Ntabankulu Local Municipality, 2020:76) confirmed that the service delivery in Ntabankulu was poor by stating that the municipality was regarded as the poorest in the Eastern Cape Province.

The IDP further stated:

> Ntabankulu Local Municipality has a high level of illiteracy and unemployment, and the majority of the population does not actively contribute to the local economy, with only about 11% of households that are on formal employment. Infrastructure is no exception, with about 86% backlog on water backlog estimated at 70%. Road infrastructure is in a worse state, with only about 30 km of surfaced roads in the municipal space. The major district roads that have a potential for an economic spinoff that link Ntabankulu with the nearest towns such as Flagstaff through DR08019 and Mount Frere through DR080125 are in bad shape. Community facilities and social amenities such as halls, sports fields, parks, cemeteries, and pre-schools are inadequate and completely lacking. This requires municipal planning to dynamically focus on infrastructure development plans.

4.2.2.1 Challenges in service delivery

The first sub-theme derived from the data was challenged in service delivery. All municipalities are faced with challenges in terms of service delivery, but they need to deliver services to the community members. Smit and Govender (2015:538) maintained that no matter what obstacles municipalities face, they must fulfil their responsibilities which are critical in improving the quality of life for all community members because municipal services have a direct impact on community members' living standards. The researcher found that the

municipality was faced with the issue of limited financial resources, which was regarded as something that negatively impacts service delivery. The municipality depended on grants to deliver the services to its community members since the municipality had a low revenue base. The participants were asked whether they were aware of the challenges faced by the municipality and also were asked to identify the challenges faced by the Ntabankulu Local municipality. One of the councillors of the municipality said,

> Our municipality is the poorest of the poorest and that results in the municipality not having enough revenue to sustain the municipality. But the equitable shares from the National Budget, the municipality manages a few of the service delivery such as about three access roads for a year. If the National Treasury can increase the equitable shares, I am sure a great change can be achieved. (CP, 20-05-2020).

The community members maintained that the municipality could do better if it could get enough funds from the National Treasury to implement its projects. Mdlongwa (2014:39) claimed that many local governments in South Africa lack the financial resources to supply public services and that these municipalities were either bankrupt or on the verge of bankruptcy, limiting their ability to provide excellent service to the community members. The researcher found that funding was the biggest challenge in Ntabankulu and that impacted negatively on service delivery because all services needed funding. According to the observation of one of the community members,

> The municipality does not have enough funds to provide services to communities. Lack of capacity in critical positions of leadership whereby people who hold such positions are not skilled enough to hold such positions. In nepotism, those individuals who are employed through nepotism end up misusing or wasting municipal resources. In financial mismanagement, the municipality always does wasteful and fruitless expenditures; even the annual audit outcomes of the municipality are an unqualified audit report or a qualified audit report. The municipality has never achieved a clean audit outcome because of financial mismanagement (CMP,26-11-2020).

The researcher found that political deployment was also one of the challenges faced by the municipality. The researcher investigated the audit outcomes of

the municipality in the last decade and found that what was highlighted by the participant is true. Many municipalities, according to Managa (2012:4), lack professionals with financial and managerial abilities to ensure that monies given for service delivery and infrastructure development are used appropriately based on community requirements. Transparency is very important in governance and municipal officials need to make the community members aware of the challenges that they are facing in rendering public services. The researcher found that community members were not aware of the challenges faced by the municipality. One community member said,

> I am not aware of any challenges that the municipality faces as the municipality is not concerned about our interests, the municipal officials only serve their interests. Communication is still a big challenge, they are not transparent (CMP, 26-06-2020).

Other members of the community were unaware of their rights and how to exercise them. Service delivery was hampered by a lack of awareness, as communities did not know whom to contact when they had problems with service delivery in their communities. As a result, some municipal officials acted as they pleased, knowing that community people would not contest their actions because they were unaware of their rights or the channels to use if they had been treated unfairly (Mdlongwa, 2014:39). One of the senior officials of the municipality explained that:

> The municipality is facing the challenges such as limited financial resources, the backlog on access roads and limited technical expertise. The projects are very expensive because of the topography of the area. Land claim resolutions delay investments and development. The municipality is also faced with the challenge of a high backlog in water supply and sanitation (MMP, 16-09-2020).

The researcher found that limited technical expertise was one of the reasons that resulted in the appointment of consultants. Mdlongwa (2014:39) claimed that the majority of South African municipalities lack technical staff, and even when they do, there is often a paucity of competent personnel who could aid

the municipality in providing high-quality services to the community members. Managa (2012:3) went on to say that a lack of skills had increased service delivery backlogs, preventing the government from effectively and efficiently addressing the concerns. This was especially visible in management and technical jobs, which in most rural communities remain unfilled. Because of a lack of knowledge, there is a major service delivery backlog, which has a negative impact on many poor communities who rely on the supply of essential services to survive (Managa, 2012:3).

The researcher found some of the challenges being faced by the Ntabankulu Local Municipality were that community needs including free basic services were not easily met because of limited resources. This resulted in public distrust and service delivery protests. The shortage of resources such as funds and machinery delayed the implementation of projects and the rendering of services and, when the municipality took too much time to deliver the promised services, the community members embarked on service delivery protests. They then vandalised the existing infrastructure and that impacted negatively on service delivery as it increased the backlog. For example, if the community members protested about electricity, they would destroy the road by digging it up; then the municipality had to reconstruct that road. This led to a waste of funds for the same project which had already been completed.

The topography of the municipality is mountainous and the basic services such as access roads, stormwater, crossing bridges, pre-schools and community halls are provided at a high cost. When the topography of an area is mountainous and the municipality wants to construct and access a road, that project becomes more expensive because the road has to go around the mountain. This situation impacts service delivery because there are no funds and people who live in deep rural areas behind mountains end up not getting services.

Land use management in rural areas is a matter that delays proper planning for service delivery. In rural areas, the land is owned by traditional leaders

(chiefs). If the municipality is planning to build a community hall or a pre-school in a certain area and the chief disagrees with the construction on that land, this can negatively impact service delivery to the people of that village.

The unresolved land claims in the town delay land investments, including human settlements development. Not all the land is owned by the municipality in town; some vacant land is owned by individuals. Those plots have the potential for development, but if the owners are unwilling to sell the land or to allow the municipality to use it, it impacts negatively on service delivery because the investors are unable to build shopping centres in those areas, which would create job opportunities and contribute to the LED.

4.2.2.2 Causes of poor service delivery

The second sub-theme which was derived from the data is the causes of poor service delivery. Local governments in South Africa, according to Mashamaite and Lethoko (2018:114), are marked by and confronted with massive challenges such as high poverty and unemployment, poor or absent services, stagnant local economies, a scarcity of skills needed to propel LED, a lack of administrative capacity, and ineffective policy implementation. The researcher found that one of the causes of poor service delivery in the Ntabankulu Local Municipality is the lack of financial resources which makes it difficult for the municipality to deliver quality services.

The participants were asked to identify the possible causes of poor service delivery in the Ntabankulu Local Municipality. A councillor of the municipality said, "The lack of financial resources or insufficient funding and low equitable share is one of the causes of poor service delivery" (CP, 20-05-2020). The researcher found that when there are insufficient funds, the municipality is unable to deliver the promised services and that leads to a rendering of poor service or no delivery of promised service to the community.

The Ntabankulu Local Municipality is the smallest and is one of the poorest municipalities in the Eastern Cape. It has one town and it is hard to generate

enough revenue because of the size of the town. The researcher found that the municipality does not receive enough funds from the National Treasury and that causes poor service delivery. Furthermore, the municipality depends on grants to deliver basic services.

Another municipal official supported the claim that lack of financial resources causes poor service delivery and said, "The causes of poor service delivery in the Ntabankulu Local Municipality are low revenue base, grant dependence and the in the ability to attract the investors" (MEP, 22-07-2020).

The inability of a municipality to collect revenues, and its dependence on grants such as MIG and INEP, make it hard for the municipality to meet the expectations of community members. The researcher found that if a municipality can attract investors to its area, job opportunities are created, and infrastructure development takes place. Ntabankulu's inability to attract investors is also one of the causes of poor service delivery.

The researcher found that another cause of poor service delivery in Ntabankulu is the vandalism of the existing infrastructure during the service delivery protests. One participant said, "The vandalism of the existing infrastructure during the service delivery protests is one of the causes of poor service delivery" (EMP, 13-10-2020).

When the protesters vandalise the existing infrastructure, the municipality has to repair or rebuild that infrastructure and that contributes to the spending of funds twice on one project. The researcher found that vandalising the existing infrastructure also creates a service delivery backlog.

The researcher found that the issue of demarcation was one of the causes of poor service delivery in Ntabankulu. Demarcation is a cause of poor service delivery. For example, if a certain village was prioritised and budgeted to be provided with a community hall or access road, and the demarcation takes place which moves the area into another municipality, that service will not be

provided, and the community will have to wait to be reprioritised by the municipality which it falls under.

When the area is mountainous, the construction of access roads becomes too expensive because the roads have to be constructed around the mountain and it becomes the longest route since it does not go through a mountain. According to one of the senior municipal officials, "Poor service delivery in Ntabankulu is caused by the rocky terrain, and the topography of Ntabankulu is mountainous" (MMP, 16-09-2020).

4.2.3 Impact of Poor Service Delivery

The third major theme derived from the objectives was the impact of poor service delivery. The impact of poor service delivery refers to the damage caused by poor service delivery in the lives of community members.

4.2.3.1 Effects of non-service delivery on the standard of living

The first sub-theme derived from the data was the effects of non-service delivery on the standard of living. The researcher found that the literacy level in Ntabankulu is low, a problem that contributes to poor service delivery because learners do not go to school on rainy days and some learners end up dropping out of school. The researcher found that the pass rate of matric learners is also dropped in high schools such as Mnceba Senior Secondary School and Mfazwe Comprehensive Technical High School where there were bad access roads and no crossing bridges This sub-theme focuses on how no delivery of services affects the community members in Ntabankulu The participants' responses are recorded below. One community member explained how non-service delivery affects them and said,

> The effects of poor service delivery in our community are that during the summer season when there are heavy rains learners are badly affected because the road is very bad the scholar transport is unable to transport them (CMP, 13-08-2020).

The researcher found that the standard of living was miserable for the community members at Ludeke Village because when there were heavy rains, it was difficult to go to town or anywhere outside their community. After all, there was no access road. The community members also complained that their Ward Councillor in Ward 7 did not communicate with them on time when there were employment opportunities available such as EPWP and CDWP. Another community member elaborated and said,

> Poor service delivery is badly affecting us, in the community we live off dirty water where we drink the same water from the same river as animals. When there are heavy rains, it is difficult for us to get to anywhere outside our village because of the bad access road. Regarding the issue of employment, our leaders who are ward councillors and ward committees do not inform us about job opportunities that are available in the municipality (CMP, 26-11-2020).

The lack of water supply is badly affecting the community members and they become vulnerable to diseases such as cholera. The researcher found that it was difficult for community members to maintain hygiene during this pandemic period since water is scarce and they are expected to wash their hands properly. Another community member also complained and said:

> Lack of water is badly affecting us because we end up buying water or using dirty water which is also being used by the animals. The issue of bad access roads is badly affecting our communities because we are unable to go to other places on rainy days and that is a challenge even the ambulances are unable to come to our villages during rainy days (CMP, 15-09-2020).

The community members endured hardships in rural areas because of poor service delivery or non-service delivery. The non-service delivery badly affected the community members. The researcher found that the lack of a proper pre-school affected early childhood development and they were delayed in starting school because of the unavailability of pre-schools. Another community member said,

> Poor service delivery is affecting us as a community here at Bagqozini Location we do not have water, a community hall

and a proper pre-school. We do not have a clinic that is close
to our village and the government is not delivering according
to our expectations (CMP, 20-06-2020).

When community meetings are held in places where there is no shelter, low attendance is experienced and the lack of facilities prevents community members from participating in community engagements.

4.2.3.2 Service delivery protests

The second sub-theme derived from the data was service delivery protests. Service delivery protests are a way of expressing dissatisfaction with the government. The researcher found there had been a service delivery protest in Ward 01 where the community members were protesting for an access road. The mayor of the municipality attended to their complaint, and the access road was constructed in the third quarter of the financial year 2019/2020. The participants were asked whether the municipality experienced any service delivery protests and the responses are presented below. According to an executive member, "At Ward 01, there was a protest for an access road, people were complaining about poor access roads at Mawonga Village, Ntlangano Village and Zamukulungisa Village" (EMP, 13-10-2020).

Another service delivery protest took place in Ward 03 and Ward 04. The community members in Ward 03 were complaining about the lack of water and the protest in Ward 04 was about electricity. The researcher learned from the executive member of the municipality that the Mayor of the Ntabankulu Local Municipality and the Mayor of the Alfred Nzo District Municipality went to Ward 03 to attend to the demands of the community members. The community members were assured that the feasibility study had been completed for the installation of the water taps which were installed in the financial year 2020/2021. The researcher also found that the electricity infrastructure was already installed but there had been a delay by Eskom in connecting it. The municipality communicated with Eskom and the matter was resolved and

Nkumba village was connected to the power grid. According to an executive member of the municipality,

> At Ward 03, there was a protest for water the community members in the Chibini location complained about the lack of water in the village. At Ward 04, the community members in the Nkumba location destroyed the road (DR08125) and cut down the electricity poles supplying electricity to Xhibeni village. The community was complaining about delays to install electricity at the Nkumba location (EMP, 13-10-2020).

The researcher found that in Ntabankulu there was only one village (Phungulelweni Village) that was provided with RDP Houses and many villages were still complaining about RDP houses. The community members who were protesting for houses in Ward 05 were told by the municipality that the municipality was still engaging the Department of Human Settlements regarding the RDP Houses. Concerning the issue of water supply for which they were also protesting, the researcher found that the community members in Ward 05 were given water tanks as a temporary measure while the municipality was planning to install water taps. The executive member of the municipality said:

> At Ward 05, there were protests for water the whole ward complained about the lack of water, except the village of Cola because it had a water supply. At Ward 5, community members also protested for an access road, the community members protested for the poorly maintained access roads in Tyiweni Village to Mqatyeni Village and Matshona Village to Ntsinyane Village. The issue of Housing in this ward was also one of the reasons the community protested demanding the municipality build RDP houses in the whole ward (EMP, 13-10-2020).

Other service delivery protests took place in Ward 07 and Ward 10 when the community members complained and demanded the surfacing of the DR0819 access road with asphalt. They also protested about the lack of water. The researcher found that the community members in Ward 07 were still without water and the access road has not been surfaced. In Ward 10, community members were demanding for re-gravelling of DR08109 road and water

supply. The municipality had gravelled the access road, but the community members were still experiencing the challenge of water supply. According to an executive member of the municipality:

> At Ward 07, there was a protest for water where the community members were demanding the installation of water reticulation pipelines in all villages of the ward, and the construction of Surfaced Road DR0819 with asphalt. At Ward 10, the protest was about water. The community members in Mvenyane Village were complaining about the installation of water reticulation pipelines, protesting for the re-gravelling of DR08109 road, and the community members were also protesting for the extension of electrification to new areas within the ward (EMP, 13-10-2020).

Participant EMP (13-10-2020) stated that all those protests which took place were given attention and were amicably resolved. Participant EMP (13-10-2020) further stated that the Office of the Mayor was responsible for service delivery; it had attended to the issues together with the offices of the Executive Mayor of the Alfred Nzo District Municipality (ANDM) and other stakeholders like Eskom. According to an executive member of the municipality,

> At Ward 13, there was a protest for housing. The community members were protesting for RDP houses to be received by everyone, regardless of their living conditions, and they were also protesting for water. Although water taps are installed in all villages in Ward 13, people were complaining that the water scheme within the ward was not operating. Another thing that the protest was about was the construction of a crossing bridge. The community members in Bonxa village were protesting for the construction of a crossing bridge in Bonxa location. They were complaining that they do not have access to the graveyard (EMP, 13-10-2020).

Based on the researcher's observations, not all the service delivery issues were resolved by the office of the Mayor as Participant EMP claimed because the community members in Ward 13 in Bonxa Village had recently embarked on a strike protesting against the lack of water. They blocked the Nozolisa road with stones in the process. In April 2021, at Ward 12, the community members from Mzalwaneni Village were also complaining about water and were busy

mobilising each other in trying to engage the ANDM about water. Water is the most essential service that the community members need the most as people cannot live without water.

4.2.4 Improvement of Service Delivery Standards

The fourth major theme derived from the objectives was the improvement of service delivery standards. The improvement of service delivery standards is a necessity in government to ensure that the community members receive the services that they are entitled to and to ensure that there is harmony. The improvement of the quality and the acceleration of service delivery creates a good relationship between community members and the municipality and also minimises the service delivery protests. The responsibility of the local government is to deliver public services which need to be rendered efficiently, effectively, and economically.

4.2.4.1 The strategies to improve service delivery

The first sub-theme derived from the data was the strategies to improve service delivery standards in Ntabankulu Local Municipality. The community members felt that it would help if the municipality could procure its plant or machinery for the construction and maintenance of access roads. That could save a lot of money that could be spent to deliver other services and when the municipality has its machinery for road construction that would reduce the backlog and complaints about bad access roads. Ntabankulu Local Municipality needs to work hand in hand with the ANDM to ensure that they can update the community members about the services which are rendered by the ANDM so that the community will be aware of what to expect.

The participants were asked to identify or suggest strategies that could be adopted by the Ntabankulu Local Municipality to improve service delivery standards. One community member suggested the strategy to improve service delivery standards in Ntabankulu Local Municipality and said,

> The municipality must have its material for the rendering of services, like the material for the construction of roads instead of outsourcing jobs. The municipality must ask the ANDM for help in the rendering of services (CMP, 13-08-2020).

The researcher found that the participants were aware that more funds were required to improve service delivery standards. If the National Treasury could review the granting of the budget of the equitable shares and make more funds available to the smaller municipalities to deliver the basic services and reduce the service delivery backlog, that would improve the service delivery standards of Ntabankulu. The participants suggested that the enforcement of bylaws needs to be taken seriously and the municipality needs to strictly enforce the payment of rates to collect the revenue. According to one of the councillors, "The challenge of equitable shares is a real problem, and the ratepayers are resisting paying for services they get from the municipality. The system of granting the equitable shares should be reviewed" (CP, 20-05-2020).

The community members of Ntabankulu saw the Ntabankulu Dam as a tourist attraction that could assist the Ntabankulu Local Municipality to generate some revenue and contribute to the LED if it were developed. One community member said, "The municipality should improve and maintain the standard of the Ntabankulu Dam and make it a tourism site and attract tourists to contribute to the local economy" (CMP, 15-10-2020).

The participants suggested that to improve the service delivery standards in Ntabankulu, the municipality needed to implement its projects and carry out the SDBIP as planned and not deviate from the planned projects. Another community member emphasised, "Planning is important and the municipality should organise its tasks accordingly and perform its SDBIP consistently in the implementation of projects" (CMP, 23-07-2020).

The Ntabankulu Local Municipality has identified a revenue enhancement strategy by creating a culture of payment of rates. By creating a culture of payment of rates the municipality will generate more revenue which will help the municipality to render the basic services to the community members. The

strategy identified by the municipality to improve service is the social housing plan in terms of the adopted Spatial Development Planning. The municipality has engaged the Department of Human Settlements regarding the high backlog of housing for the Ntabankulu community and the social survey has been conducted and submitted to the Department of Human Settlements. The municipality is also planning to find developers in terms of the Spatial Development Plan. This strategy will help the municipality to reduce the backlog in housing and to bring development to Ntabankulu.

The Ntabankulu Local Municipality has adopted the Back-to-School campaign. The Municipality has a partnership with the Walter Sisulu University (WSU) and the National Youth Development Agency (NYDA) for the improvement of literacy in Ntabankulu and to assist the youths of Ntabankulu who want to start small businesses.

The Ntabankulu Local Municipality is engaging the ANDM regarding the high backlog of water and sanitation in the Ntabankulu area. The bulk water supply is currently in Phase 3 in Ward 12 and Ward 13 as the result of the engagement made by the municipality. Ntabankulu Local Municipality has allocated the money from the equitable shares funds to build pre-schools and community halls. The allocation of funds for the construction of pre-schools helps in early childhood development and it also helps children to start school on time.

4.3 GENERAL COMMENTS FROM THE COMMUNITY MEMBERS ABOUT SERVICE DELIVERY IN NTABANKULU

When the participants were allowed to make general comments about the service delivery, the researcher found that if the municipality could work hand-in-hand with the community members, there could be an improvement in service delivery and the service delivery protests could be minimised. The community members emphasised the importance of communication to avoid confusion because the lack of communication frustrated the community members who were affected by the poor service delivery from the municipality

and that led to service delivery protests. The participants were asked to comment on the service delivery of the Ntabankulu Local Municipality. One of the community members saw the importance of community involvement and said:

> Community members need to be engaged; youth involvement is important because there is a high rate of youth unemployment. Access roads, the infrastructure is very poor, Ntabankulu communities are not enjoying the benefits of democracy. The municipal officials seem to be incompetent as per my observation. Cadre deployment is the roadblock to service delivery (CMP, 23-07-2020).

The researcher found that the major concern was the basic services that the community members commented about stating that the municipality should root out corruption and nepotism and that the perpetrators need to be prosecuted for their actions. One community member said:

> Water is the service that the community needs the most and the betterment of roads is needed. The municipality needs to do away with employees, ward councillors and ward committees who hire their family members and friends (CMP, 22-06-2020).

The participants were aware of the challenge experienced by the municipality, and they still had hope that if the municipality received a sufficient budgetary allocation, they could receive the service that they expected from the government. The participants also agreed that the major problem was the delivery of basic services. According to one of the councillors of the municipality, "Roads, water and sanitation are the biggest challenges in this municipality. If the municipality could engage the National Treasury and allocate more funds for such services, I hope change can be seen" (CP, 20-05-2020).

Other participants praised the municipality for keeping their town clean and the researcher also observed and found that the municipality is doing a good job in keeping Ntabankulu Town clean. One of the community members praised the municipality and said"The municipality is doing a great job in cleaning the

town, but it needs to maintain its parks and make the Ntabankulu dam an attraction so that it could be a tourism destination" (CMP, 15-10-2020).

Another community member commented and said: "Communication is very important. The municipal leadership needs to show their accountability to the community members and account for their actions and inability to delivery services" (CMP, 11-07-2020).

The municipal administration and the political leadership of the municipality need to take communication into account and consider the Batho Pele principles. Furthermore, it should ensure that there was transparency in their dealings.

> The municipality needs to make the community members aware of the services that they do not provide which are provided by the ANDM in the Ntabankulu jurisdiction. The Ntabankulu Local Municipality also needs to work hand in hand with the ANDM. (CMP, 23-07-2020).

The community members were the ones who were experiencing the hardship of receiving poor services and they suggested alternative ways to make their lives easier. The community members suggested an alternative that would work for the municipality in the meantime so that they could have water while the municipality was busy with the process of providing water taps. One community member said, "We are in a water crisis and the municipality needs to consider our matter and distribute water to our communities by tanker trucks at least twice a week until the water taps are operating" (CMP, 13-08-2020).

The researcher found that the community members were tired of being taken for a ride by the politician and municipal officials who only acted as if they cared about the community members when there were upcoming elections. The community members wanted quality services, not food parcels. One of the community members raised his concern about the municipal leadership and said:

> Politicians and municipal leaders need to stop this tendency of giving us as community members food parcels only when

there are upcoming elections and forget about us after elections. The municipality needs to create job opportunities and try to come up with a strategy to attract investors to open businesses in Ntabankulu. (CMP, 22-11-2020).

4.4 CONCLUSION

The thematic data analysis was carried out in this chapter. The methodology which was followed in this study was qualitative leading to the use of thematic analysis. Four themes were identified from the research objectives and seven sub-themes were derived from the collected data. The public services delivery, quality of public services, the impact of poor service delivery, and the improvement of service delivery were identified as themes to analyse data. The types of services rendered by the Ntabankulu Local Municipality were identified and discussed as the sub-theme derived from the data.

Public participation is very important in local government, Chapter 4 of the Municipality Systems Act No. 32 of 2000 states that a municipality must create a culture of participatory governance in the affairs of governance including in planning and budgeting. The public participation channels which Ntabankulu Local Municipality uses to engage the public were discussed as were the challenges in service delivery. The areas or villages where the service delivery protests took place were identified together with the reason why the community members embarked on such service delivery protests. The strategies that can be adopted by the Ntabankulu Local Municipality to improve service delivery were discussed and general comments about the service delivery were made by the participants. The next chapter presents the conclusions and recommendations of the study.

CHAPTER 5

CONCLUSION, RECOMMENDATIONS AND DIRECTION FOR FUTURE RESEARCH

5.1 INTRODUCTION

The result and recommendations of the study are the subjects of this chapter. The summary of the entire study is presented in this chapter. The summary of the study is an overview of how the study was carried out and which research methodology was followed to conduct the research. To answer the research questions and meet the study's research objectives, the conclusion is discussed in this chapter. The conclusion is also about the findings of the analysed data in the research. The recommendations that are made in this chapter are derived from the challenges that are encountered by the Ntabankulu Local Municipality with regard to public service delivery and poor service delivery. The gaps or the direction for future research are also presented in this chapter.

5.2 SUMMARY OF THE STUDY

This study was conducted in Ntabankulu. The Ntabankulu Local Municipality is a Category B municipality in Eastern Cape under the Alfred Nzo District. Ntabankulu Local Municipality is one of the municipalities that has been impacted by inadequate service delivery for many years, and it is recognised as the poorest municipality in the Eastern Cape Province, according to the 2017 Service Delivery Review. The main aim of this study was to examine the community perceptions on service delivery and to investigate the type, nature and quality of services that are rendered by the Ntabankulu Local Municipality. The conclusions are drawn following the study's objectives and in an attempt to answer the study's main research questions, which concerned strategies that can be implemented to improve the quality of services provided to community members in Ntabankulu and to speed up service delivery to reduce the high backlog.

The literature was reviewed about service delivery and issues related to public service delivery such as public participation and good governance to see what other authors had said about the rendering of public services. The study's recommendations will be made available to senior management. The research methodology and the research design which was used in this study were qualitative in nature where open-ended questionnaires and interviews were used for the collection of data. The thematic data analysis was used to analyse the collected data and the data was presented. The participants in this study were the Ntabankulu Local Municipality employees, councillors and community members who reside in the Ntabankulu jurisdiction only. The sample size for the questionnaire was 100 participants, and the response rate was 93%. Seven participants were not available on the day of collection of the questionnaires.

5.3 CONCLUSION

This study focused on the examination of community perceptions of service delivery in Ntabankulu. The community members in Ntabankulu perceived that the service delivery that they received from the Ntabankulu Local Municipality was very poor. The study found that the shortage of financial resources and the lack of capacity of the municipal officials were factors contributing to the poor service delivery in the Municipality. The non-service delivery negatively affected the standard of living of community members of the municipality. They lacked access to basic services such as clean water, which made them vulnerable to the risk of infectious diseases because they used dirty water.

The challenging issue of poor access roads negatively affects the community members in Ntabankulu because when it rained, community members were unable to go to town. The roads were poorly maintained, and ambulances were unable to reach the patients in rural areas because the roads were inaccessible on rainy days. Many households depend on social grants for their survival in Ntabankulu because there is a high rate of unemployment. When community members' expectations from the municipality were not met, the

community members embarked on service delivery protests to express their dissatisfaction and to get attention from the municipality. Poor service delivery in the Ntabankulu Local Municipality increased service delivery demonstrations, as well as a high prevalence of illiteracy due to learners' inability to attend school on wet days because of the lack of crossing bridges and poor access roads.

5.4 RECOMMENDATIONS

The municipality's human and resource capability should be strengthened, allowing the local government to fulfil its constitutional obligations to the people. Corrupt municipal officials must be investigated and prosecuted as soon as possible if proven guilty of a crime. This would ensure the municipality's integrity. The community will have faith in the municipality, knowing that corrupt officials will face legal consequences and that corruption will not be tolerated. This recommendation backs up the position of Managa (2012:6) that the government should make and keep promises to eliminate nepotism and corruption in sectors like municipal hiring and service tendering. This study, therefore, subscribes to the need for the municipality to strengthen its procurement procedures, policies and accountability mechanisms. The municipality should also act appropriately to address the negative audit recommendations. Punitive actions should be taken against transgressors.

The Ntabankulu Local Municipality should procure its plant machinery to maintain the access roads and not outsource such services because a lot of money was spent on tenders and the quality of the service was compromised in the process. The Municipality should work together with the ANDM in resolving the issue of the water supply. The municipality should devise means of providing water to communities by delivering water in water tanker trucks at least twice a week while it was installing water taps to ensure that they had access to clean water. The community members need to be informed about the challenges that are faced by the Municipality concerning service delivery.

Local government oversight and supervision at the national and provincial levels should be reinforced to enable immediate interventions. Since small municipalities have low revenue, the National and Provincial Treasury should give more money to the municipalities so that they can implement and deliver services to the rural areas and reduce the service delivery backlog that they experienced.

To address the challenge of the lack of capacity and limited technical expertise, Ntabankulu Local Municipality should train its employees and offer bursaries to capacitate its employees. Ntabankulu Local Municipality needs to do the skills transfer and also practice succession planning to ensure that the employees who have technical skills and scarce skills leave the organization with people who are capable of carrying out their duties when they retire or leave the municipality.

5.5 DIRECTIONS FOR FURTHER RESEARCH

When performing this study, a qualitative technique was used, with interviews and questionnaire surveys being used to acquire data from the participants. In this study, the majority of participants had similar experiences and perceptions about the services rendered by the Ntabankulu Local Municipality. There is a need to conduct further research on the water supply in the ANDM. Further research could be conducted in the Public Administration field using a mixed-methods design. The qualitative and quantitative methodologies may enable the researcher to acquire rich data from participants through interviews and surveys, and provide statistics on the number of villages experiencing water-related issues and the impacts of a shortage of clean water. Other researchers could conduct their research in other municipalities in South Africa to carry out a comparative analysis and develop new ideas to improve local government service delivery.

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Appendix A: Gatekeepers Letter

OFFICE OF THE MUNICIPAL MANAGER

Tel: (039) 258 0056
Fax: (039) 258 0173
Email: info@ntabankulu.gov.za
Web: www.ntabankulu.gov.za

ERF 85, Main Street, Ntabankulu, 5130
P.O. Box 504, Ntabankulu, 5130

LOCAL MUNICIPALITY

| Enquiries: Mr. K. Nonkondlo | 0828201152 | 08 July 2019 |

Mr Mphumzi Dabula
Mnceba Senior Secondary School
P. O Box 789
Tabankulu

Dear Mr Dabula

REQUEST FOR UNDERTAKING ACADEMIC RESEARCH

The above matter has reference.

This serves to acknowledge receipt of your correspondence requesting permission to undertake academic research in our Municipality.

The municipality has no objection to your request of conducting a study research titled, **"An examination of Community Perception on service delivery":** A case study of Ntabankulu local Municipality.

The municipality does not have any specific date/s to allocate to the student for the study research, as that shall be an outcome of engagements between a student and the municipality.

We hope this is in order.

Yours faithfully,

L. Nonyongo   08/07/2019
The Municipal Manager

Appendix B: Approval Letter to conduct research from DUT FREC

DUT DURBAN UNIVERSITY OF TECHNOLOGY

FACULTY OF MANAGEMENT SCIENCES

21 January 2020

Dear Mr M Dabula

MASTER OF MANAGEMENT SCIENCES: PUBLIC ADMINISTRATION

This serves to confirm the approval of your research proposal by the Faculty Research Committee, at its meeting on **27th November 2019**, as follows:

1. Research proposal and provisional dissertation title:

    An Examination of Community Perceptions on Service Delivery: A Case Study of Ntabankulu Local Municipality

    Supervisor: **Dr O Fagbadebo**

    Co-supervisor: n/a

    Please note that any proposed changes in the thesis/dissertation title require the approval of your supervisor/s, the Faculty Research Committee, as well as ratification thereof by the Higher Degrees Committee.

2. Research budget to the amount of R10 000.00

    Please note that this funding is not a scholarship or bursary and is therefore not paid directly to you, but is controlled by the Faculty. Any proposed changes to the use of this funding allocation requires the approval of your supervisor and the Dean. Please note that funding will be reimbursed to you after the provision of receipts.

The Institutional Research Committee has stipulated that:

(a) This University retains the ownership of any Intellectual Property (patent, design, etc.) registered in respect of the results of your Masters/Doctors Degree in Technology studies as a result of the award and the provisions of the above Act;

(b) Should you find any of the terms above not acceptable then you are given the option to decline the Research budget award to your project in writing.

PROPOSAL APPROVAL_NOV 2019_42   1

May we remind you that in terms of Rule G25(2)(b), if you fail to obtain the Masters/Doctors degree within the maximum time period allowed after first registering for the qualification, Senate may refuse to renew your registration or may impose any conditions it deems fit. You may apply to the Faculty Research Committee for an extension.

Please note that you are required to convert your registration from the informal to the formal course and re-register each year.

Please note that the following must be adhered to:

Registration:

1. Ensure formal registration has taken place *(the onus is on the student and the supervisor to ensure registration takes places at the beginning of each year whilst the student is currently engaged with his/her Masters or PhD qualification)*
2. Ensure that application for Conferment of Status has been made in the event of your undergraduate qualification being different to this application. *Your attention is drawn to the fact that Conferment of Status is required for registration.*
3. Ensure that your supervisor has submitted your proposal to the Faculty Research Officer (FRO) for IREC clearance (institutional research ethics committee). This is in the case of Ethics level 2 IREC and level 3 IREC (in the case of a study dealing with vulnerable populations). See guideline attached. *It is the researcher's responsibility to check the Ethics requirements and submit to the relevant bodies irrespective of the reviewer's recommendation.*

Dissertation submission for examination:

1. Ensure that you submit the intention to submit form (**PG 5**), signed by the HOD and Supervisor
2. Ensure that the signed checklist is submitted with the **PG 5**
3. Once your dissertation is submitted to the supervisor for examination purposes, communication from here on will only be with you supervisor and not with the faculty.
4. Your supervisor MUST nominate the examiners three months prior to submission of the dissertation/thesis for examination.
5. On submission for examination, please note that three ring bound signed copies must be submitted to your supervisor along with the completed and signed **PG 7** form, **FMS Checklist** and **Turn it in report**.
6. Feedback will be provided to your supervisor regarding the examination result after the result is ratified by the Higher Degrees Committee (HDC).
7. In the event of a resubmission the reports will be submitted to the supervisor who will communicate with you for revision. Once revision has taken place your supervisor will submit to the FRO for resubmission to the examiners.
8. In the case where there is a discrepancy in examiners results, an Arbiter will be nominated via the HOD and supervisor and tabled at FRC and ratified at HDC. On completion of this process, the Arbiters report will be tabled at FRC and ratified at HDC.
9. Results of the Arbitration process will be communicated to your supervisor

Graduation requirements:

1. Ensure that you submit a completed signed PG10 form
2. one hard bound dissertation/thesis with a pdf version on CD
3. response to post graduate examination form
4. completion of study form (IREC form)

Should you experience any problems relating to your research, your supervisor must be informed of the matter as soon as possible. If the difficulties persist, you should then approach your Head of Department and thereafter the Faculty Research Coordinator.

Please refer to the 2019 General Rule Book and the Postgraduate Students' Guide 2019 concerning the rules relating to postgraduate studies, which include *inter alia* acceptable minimum and maximum timeframes, submission of thesis/dissertations, etc. Please do not hesitate to contact this office for any assistance. We wish you success in your studies.

Kind regards,

Prof JP Govender

Obo FRC Chairperson: Professor VP Rawjee

Faculty of Management Sciences

Appendix C: Ethical Clearance

MANAGEMENT SCIENCES: FACULTY RESEARCH ETHICS COMMITTEE (FREC)

26 February 2020
Student No: 21218484
FREC REF: 128/19FREC

Dear Mr M Dabula

MASTER OF MANAGEMENT SCIENCES: PUBLIC ADMINISTRATION

TITLE: An Examination of Community Perceptions on Service Delivery: A Case Study of Ntabankulu Local Municipality

Please be advised that the FREC Committee has reviewed your proposal and the following decision was made: **Ethical Level 2**

Date of FRC Approval: 27 November 2019

Approval has been granted for a period of two years from the above FRC date, after which you are required to apply for safety monitoring and annual recertification. Please use the form located at the Faculty. This form must be submitted to the FREC at least 3 months before the ethics approval for the study expires.

Any adverse events [serious or minor] which occur in connection with this study and/or which may alter its ethical consideration must be reported to the FREC according to the FREC SOP's.
Please note that ANY amendments in the approved proposal require the approval of the FREC as outlined in the FREC SOP's.

Yours Sincerely

_____

Prof JP Govender
Chairperson: FREC

Appendix D: Consent form

CONSENT

Statement of Agreement to Participate in the Research Study:

- I hereby confirm that I have been informed by the researcher, Mphumzi Dabula (name of researcher), about the nature, conduct, benefits and risks of this study - Research Ethics Clearance Number: **128/19FREC.**
- 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 the data collected during this 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 own free will) declare myself prepared to participate in the study.
- 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/Right Thumbprint

I, Mphumzi Dabula (name of researcher) herewith confirm that the above participant has been fully informed about the nature, conduct and risks of the above study.

_____   _____   _____

Full Name of Researcher   Date   Signature

_____   _____   _____

Full Name of Witness (If applicable)   Date   Signature

_____   _____   _____

Full Name of Legal Guardian (If applicable) Date   Signature