

**Evaluating the effectiveness of service delivery:  
with special focus on Stellenbosch  
Municipality's water supply**

By

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## **Declaration**

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## **Abstract**

Local government, which is the closest sphere of government to the people, serves to deliver services to the citizens as stipulated in the Constitution of the Republic of South Africa, Act 108 of 1996 and various legislations regulating local government. The delivery of effective, efficient and quality services in an equitable and sustainable manner has become a common challenge to numerous municipalities in South Africa (SA) due to poor governance, maladministration etc. The purpose of this study was to evaluate the effectiveness of service delivery at Stellenbosch Municipality, with water supply as the selected type of basic service for conducting this research project. The study was based on comparative analysis between Kayamandi Township and Rozendal suburb as the chosen areas of case study analysis. A qualitative study was conducted through an open-ended questionnaire as a data collection tool. The target number of 30 at Kayamandi was reached whereas only 18 participants at Rozendal participated. Sampling methods, particularly the probability and non-probability sampling methods were employed and participants were categorised in terms of their gender, age group, education level, employment and socioeconomic status. The study noted that the participation of females and adults dominated at Rozendal whereas in Kayamandi males dominated participation. Nonetheless, the participants in both areas participated being familiar with the nature of service delivery at local government level. The study found that the water supply at Stellenbosch Municipality is not bad except the problem of water shortage and water restriction measures based on high tariffs and penalties that negatively affected many citizens. Given this, the Municipality is recommended to come up with an effective solution towards water shortage and further deal with water restrictions in a way that does not negatively affect its citizens, particularly the less-privileged groups. One is of the view that water shortage and drought that affected Western Cape, including Stellenbosch, does not reflect incompetency on the part of the Municipality as these occurred as natural phenomenon. However, the Municipality still has responsibilities and constitutional mandate to provide the best possible services under any circumstances.

### **Key words**

Administration, back to basics, benchmarking, co-production, effectiveness, management, municipal administration, municipal council, performance management, performance monitoring, public management, public participation, service delivery.

## Opsomming

Plaaslike regering, wat op grondvlak die naaste vorm van regering aan die mense is, is daarvoor verantwoordelik om dienste aan die landsburgers te lewer soos bepaal in die Grondwet van die Republiek van Suid-Afrika, Wet 108 van 1996 en verskeie wetgewings wat plaaslike regerings reguleer. Die lewering van effektiewe, doeltreffende en kwaliteitsdienste op 'n billike en volhoubare wyse het 'n algemene uitdaging geword vir talle munisipaliteite in Suid-Afrika (SA) as gevolg van swak bestuur, wanadministrasie ens. Die doel van hierdie studie was om die doeltreffendheid van dienslewering te evalueer by die Stellenbosch Munisipaliteit, met watervoorsiening as die geselekteerde tipe basiese diens vir die navorsingdoeleindes. Die studie is gebaseer op vergelykende analise tussen Kayamandi Township en die Rozendal-buurt as die gekose gebiede vir die gevallestudie-analise. 'n Kwalitatiewe studie is gedoen deur middel van 'n oop vraelys as 'n data-insamelingsinstrument. Die teikengetal van 30 by Kayamandi is bereik terwyl slegs 18 persone by Rozendal deelgeneem het. Steekproefnemingsmetodes, veral waarskynlikheid en nie-waarskynlikheid Steekproefnemingsmetodes is gebruik en deelnemers is gekategoriseer in terme van hul geslag, ouderdomsgroep, onderwysvlak, indiensneming en sosio-ekonomiese status. Dit was opvallend dat die deelname van vroue en volwassenes by Rozendal oorheers het, terwyl in Kayamandi mans die deelname oorheers het. Nietemin was die deelnemers in beide gebiede vertrouwd met die aard van dienslewering op plaaslike regeringsvlak. Die studie het bevind dat die watervoorsiening by Stellenbosch Munisipaliteit redelik voldoende is, behalwe die probleem van die watertekort en waterbeperkingsmaatreëls wat gebaseer is op hoër tariewe en strawwe - iets wat baie burgers negatief beïnvloed het. Gevolglik word die Munisipaliteit aangeraai om 'n effektiewe oplossing vir 'n watertekort te vind en voorts om waterbeperkings in te stel op 'n manier wat nie sy mense nadelig beïnvloed nie, veral die minderbevoorregte groepe. Die navorser is van mening dat die watertekort en die droogte wat Wes-Kaap beïnvloed het, insluitende Stellenbosch, nie te wyte is aan onbevoegdheid aan die kant van die Munisipaliteit nie, aangesien dit plaasgevind het as 'n natuurlike verskynsel. Die Munisipaliteit het egter steeds verantwoordelikhede en 'n grondwetlike mandaat om onder alle omstandighede die beste moontlike dienste te lewer.

### Sleutelwoorde

Administrasie, terug na basiese, bepaling van standaarde, koproduksie, doeltreffendheid, bestuur, municipale administrasie, municipale raad, prestasiebestuur, prestasienmonitering, openbare bestuur, publieke deelname, dienslewering

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## List of acronyms

<b>BC</b>	Budget Council
<b>BPPs</b>	Batho Pele Principles
<b>CFO</b>	Chief Financial Officer
<b>CoGTA</b>	Co-operative Governance and Traditional Affairs
<b>CWDM</b>	Cape Winelands District Municipality
<b>DESC</b>	Departmental Ethics Screening Committee
<b>DLG</b>	Developmental Local Government
<b>DMAs</b>	District Management Areas
<b>DPLG</b>	Department of Provincial and Local Government
<b>DPSA</b>	Department of Public Service and Administration
<b>HH</b>	Households
<b>HR</b>	Human Resource
<b>HRM</b>	Human Resource Management
<b>IDP</b>	IDP: Integrated Development Plan
<b>IFRA</b>	Intergovernmental Fiscal Relations Act
<b>IGR</b>	Intergovernmental Relations
<b>IRBs</b>	Independent Institutional Review Boards
<b>LED</b>	Local Economic Development
<b>LGBF</b>	Local Government Budget Forum
<b>LGTAS</b>	Local Government Turnaround Strategy
<b>MC</b>	Mayoral Committee
<b>MC</b>	Municipal Council
<b>MEC</b>	Member of Executive Committee
<b>MM</b>	Municipal Manager
<b>MFMA</b>	Municipal Finance Management Act
<b>MPR</b>	Municipal Performance Regulations
<b>MPRA</b>	Municipal Property Rates Act
<b>MSA</b>	Municipal Systems Act
<b>MTAS</b>	Municipal Turnaround Strategy
<b>NA</b>	National Assembly
<b>NCOP</b>	National Council of Provinces

<b>NP</b>	National Party
<b>PMS</b>	Performance Management System
<b>PR</b>	Proportional Representation
<b>REC</b>	Research Ethics Committees
<b>RSA</b>	Republic of South Africa
<b>SA</b>	South Africa
<b>SALGA</b>	SALGA: South African Local Government Association
<b>SCM</b>	Supply Chain Management
<b>SDBIP</b>	Service Delivery and Budget Implementation Plan
<b>SDIP</b>	Service Delivery Improvement Programme
<b>WPLG</b>	White Paper on Local Government

## **CHAPTER 1**

### **INTRODUCTION, BACKGROUND AND PRELIMINARY LITIRATURE REVIEW**

#### **1.1 Introduction**

Local government, which is the closest sphere of government to the people, is required to deliver services to the people as stipulated in the Constitution of the Republic of South Africa, Act 108 of 1996. Local government, subject to the Constitution, is envisaged to provide effective, efficient and quality services to the citizens in an equitable and sustainable manner. In doing so, local government will be in a process of achieving the objectives of Developmental Local Government (DLG) and Local Economic Development (LED) as outlined in the White Paper on Local Government, 1998. The purpose of the study was to evaluate the effectiveness of service delivery at Stellenbosch Municipality as a chosen case study, particularly the effectiveness of water supply as a selected basic service for conducting this research project. The effectiveness, efficiency and quality of water supply in this context was described in terms of cleanness or hygiene, whether it is drinkable or tasty, including the volume and level of accessibility of this water by the residents.

The study further aims to do a comparative analysis of Kayamandi Township and Rozendal suburb within the municipal jurisdiction and also to analyse the existing information on water supply. The researcher choses to employ a comparative analysis on Kayamandi and Rozendal taking into consideration the socio-economic factors and how the two areas are affected by these factors. These socio-economic factors are based on the fact that Kayamandi is a township consisting of majority of poor Black people whereas Rozendal is a suburb area consisting of rich White people. A qualitative study through an open-ended questionnaire is utilised by way of collecting raw data on the ground. Using data collected from Rozendal and Kayamandi areas, the researcher's intention is to determine how Stellenbosch Municipality provides water service to its inhabitants; which approaches and strategies are used; whether water supply is effective or not; and lastly, whether water is supplied fairly and equitably to its dwellers at Kayamandi and Rozendal. Lastly, the literature analysis focuses on local governance and various doctrines relating to local government such as ethical leadership, Batho Pele Principles, Back to Basics, Co-production, Performance Management, public participation, SDIP and Benchmarking etc.

## 1.2 Background and rationale of the study

Local government, which is the closest sphere of government to the people at grassroots level, is assigned responsibilities to deliver services to South Africans as stipulated in the Constitution of the Republic of South Africa, Act 108 of 1996. According to the Constitution, local government is expected to provide effective, efficient and quality services to the citizens in an equal, sustainable and equitable manner. In doing so, local government will be in a process of achieving the objectives of Developmental Local Government (DLG) and Local Economic Development (LED) as outlined in the White Paper on Local Government, 1998. According to Section B of the White Paper on Local Government, Developmental Local Government (DLG) refers to a “local government committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”. Local Economic Development (LED), which is directly linked to DLG, is about “promoting job creation and boosting the local economy” as outlined by Section B of White Paper on Local Government.

The purpose of the study is to evaluate the effectiveness of service delivery at Stellenbosch local Municipality, particularly the effectiveness of the water supply as the selected type of service for data collection. Stellenbosch local Municipality is officially named Stellenbosch Municipality as outlined in its Integrated Development Plan (IDP) document (Stellenbosch IDP Draft, 2016: 12). The study focuses on Kayamandi and Rozendal as the selected areas of choice within Stellenbosch Municipality for data collection. The primary objective of the study, as has been highlighted, is precisely on how effective water supply is effective at Kayamandi and Rozendal and how this particular type of service is viewed by the residents of the selected areas. Moreover, the researcher intends do a comparative analysis using data collected from Kayamandi and Rozendal households regarding water supply in their respective areas of jurisdiction. This entails that the data about water supply in Kayamandi Township is compared to those provided at Rozendal suburb area.

Except for the collection of raw data, the study utilises the existing information by looking into the Municipality’s performance management systems when evaluating the delivery of water service at Kayamandi and Rozendal. This shall be done by utilising the Municipality’s baseline assessment, annual report and other relevant documents for performance monitoring when analysing the existing information. In the light of this existing information, the researcher will be updated on the performance of the Municipality. Again, the data collected

from Rozendal and Kayamandi areas will enable the researcher to know whether the residents of these selected areas are satisfied or dissatisfied with the water supply. The researcher intends to determine how Stellenbosch Municipality provides water service to its inhabitants; which approaches, and strategies are used; whether water supply is effective or not; and lastly, whether water is supplied fairly and equitably to its dwellers at Kayamandi and Rozendal. This entails that the researcher will specifically evaluate the effectiveness of water supply at Kayamandi Township in comparison to Rozendal suburb. The researcher further aims to do a comparative analysis using the data collected from Kayamandi and Rozendal households regarding water service.

### **1.3 Preliminary literature review**

After South Africa's democratic transition in 1994, the government was divided into three spheres of government namely, national, provincial and local government as outlined by Section 40(1) of the Constitution. Local government in particular is defined by Reddy (in Van Der Waldt, 2014: 3) as the level of government created to bring government closer to the people and to give them a sense of participation in the political processes that influence their lives. It is not only recognised as the cornerstone of service delivery but also carries the fundamental mandate of government to achieve the objectives of Developmental Local Government (DLG) and Local Economic Development (LED) as noted in the White Paper on Local Government, 1998. Given this, local government is expected to provide services that are effective, efficient, equitable and sustainable. Section B of the White Paper on Local Government defines DLG as a "local government committed to working with the citizens and groups within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of their lives". LED is about boosting local economy through job creation by involving other key stakeholders for the benefits of local citizens (Van Der Waldt, 2014: 53). Thus, local government has a structure, which outlines the municipalities' roles and responsibilities as shown below.

### **1.4 The structure and roles of local government**

Local government in South Africa (SA) consists of elected councillors on the municipal council and appointed officials in the municipal administration as outlined by Section 4 and 6 of the Municipal Systems Act, Act 32 of 2000 (MSA). The South African municipalities were divided into eight metropolitan municipalities (Category A municipalities), 44 district municipalities (Category C municipalities), and 205 local municipalities that are called

Category B municipalities (Nyalunga, 2006: 4). However, it must be noted that the number of local municipalities has recently been reduced from 226 to 205 amid the local government elections of 2016 whereas the district and metropolitan municipalities remain unchanged (South African Government News Agency, 2016). Although the district municipalities remained unchanged, their District Management Areas (DMAs) were eliminated and incorporated into the district municipalities after the 2016 local government election. Then the total number of the South African municipalities decreased from 278 to 257, as outlined by the South African Government News Agency (2016). Each of these three categories of municipalities has specific roles in delivering services to the people as explained below.

The municipalities in all categories cooperate with one another and other spheres of government as outlined by Section 40 of the Constitution. According to Section 155 of the Constitution, the district municipality has municipal legislative and executive authority in an area that includes more than one local municipality and it co-ordinates the activities of the local municipalities in the district area. It further provides particular municipal services in the district area as detailed in Section 84 of the Municipal Structures Act, Act 117 of 1998 (Structures Act). Local municipalities have responsibilities to provide services limited to their own areas of jurisdiction as outlined by the Municipal Demarcation Act, Act 27 of 1998. Again, the metropolitan municipalities as well have the responsibilities to deliver services to the citizens within their own areas or boundaries (Municipal Demarcation Act, 1998). According to Nyalunga (2006: 4), Category B municipality “shares municipal executive and legislative authority in its area with Category C municipality within whose area it falls”.

### **1.5 Municipal council**

The municipal council refers to the political structure within a local municipality, which consists of elected councillors who are democratically elected by registered voters within the municipal jurisdiction. According to Section 159 of the Constitution, the municipal councillors are entitled to serve a five-year term as determined by national legislation. Section 22 of the Structures Act states that the municipal council consists of ward councillors who are independent or nominated by a political party and PR (Proportional Representative) councillors that proportionally represent the parties that participated in that election. In the general municipal elections, the voters elect councillors in all three municipal categories.

According to the voting system for the metropolitan municipality, there are two ballots whereby the voter is entitled to vote twice as outlined by Schedule 1(a, b & c) of Section 22

of the Structures Act. The first ballot entails electing a ward councillor to the metropolitan council whereas the second ballot entails electing a party to the metropolitan council from the list of parties that participate in the election for that metropolitan council (De Visser & Steytler, 2016: 10). In the voting system within a local municipality, there are three ballots allocated to one voter who is entitled to vote three times (De Visser & Steytler, 2016: 11). The first ballot entails electing a ward councillor to the local council; the second ballot entails electing a party to the local council from the list of parties that participate in the election for that local municipality; and the third ballot entails electing a party to the district council from the list of parties that participate in the election for that district municipality (De Visser & Steytler, 2016: 11).

### **1.6 Municipal administration**

The administration in the municipality consists of appointed officials who are appointed based on merit, competency, qualifications and relevant working experience under the leadership of the Municipal Manager (MM) as outlined in Section 55 of the MSA and Section 84 of the Structures Act. According to Section 55(a) of the MSA, the municipal manager is appointed by the municipal council to be not only the head of administration but also the accounting officer of the whole municipality. The municipal manager as the accounting officer is responsible for day-to-day operational activities or decisions of the administration and he/she must possess the necessary skills, expertise, competencies and qualifications to implement policies, plans and budget of the municipality as outlined in the municipality's IDP document. Again, the duties and responsibilities of the municipal administrators as outlined by Section 6 of the MSA, is to be responsive to local community's needs; facilitate a culture of public service and accountability among staff; take measures to prevent corruption; facilitate co-operation and communication; give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive; and inform them how the municipality and its finances are managed.

### **1.7 Theoretical underpinning**

According to Ngubane (2005: 46), there are various theories in literature that provide a conceptual background within which an evaluation of service delivery can be made. As such, the notion of service delivery will be addressed in relation to water supply at Stellenbosch Municipality (Ngubane, 2005: 47). Service delivery is a fundamental necessity to local government in the Republic of South Africa (RSA). Only a few theoretical concepts will be

discussed in the study based on their relevance to service delivery at local government level. Among other doctrines to be discussed is ethical leadership, Batho Pele Principles, Back to Basics, co-production, performance management, public participation, the Service Delivery Improvement Programme, Benchmarking and Public-Private Partnership. The first one, ethical leadership and principles of leadership, as noted from DuBrin (2013: 142), are important for local government to provide effective services and underpin the nature of good governance. DuBrin (2013: 142-143), further notes that moral and ethical leaders remain principled and practice values that are acceptable in society.

In addition, ethical leadership and principles of leadership help the municipalities to achieve the objectives of DLG and LED in the sense that leaders will practice good ethics and merge the interests of all parties and organisational prosperity. Batho Pele Principles (BPP) in particular serves as South Africa's attempt to develop standards for public service delivery and to provide quality services. BPP is a fundamental guideline for leaders to follow in order to deliver quality services and ensure that beneficiaries of these services are satisfied. As such, local government leaders and officials are expected to adhere to BPP namely: consultation, service standards, access, courtesy, information, openness and transparency, redress, and value for money (Pietersen, 2014: 255). In addition to BPP, there is another doctrine called 'Back to Basics' which is based on five fundamental objectives such as putting people first, delivering basic services, good governance, sound financial management and building capabilities (Gordhan, 2014: 6).

The concept of co-production emphasises the involvement of the third sector, either organisations or groups of people, to transform the provision of public services. In the instance where the government adopts co-production in their policy frameworks, citizens as clients or customers would receive more effective and efficient services (Brandsen & Pestoff, 2006: 496). According to Brandsen and Pestoff (2006: 497), co-production is defined as "an arrangement where citizens produce their own service at least in part". The researcher finds co-production linked to authentic public participation in the sense that the citizens, as clients, are directly involved in service delivery matters. Applying the concept of authentic public participation as outlined by King, Feltey and Susel (1998: 320), helps in effective and quality service delivery. Authentic participation entails a "deeper involvement of all or everyone in the process to have an effect on the situation" (King, Feltey & Susel, 1998: 320).

According to Heinrich (2002: 712), performance management is the most important aspect which facilitates the provision of effective and quality services within the organisation. As such, performance management is described as a “strategic approach to management which provides leaders, managers, employees and stakeholders at various levels with a set of tools and techniques to regularly plan, monitor, periodically measure and evaluate performance of the municipality”. According to Nel (2006: 107), Service Delivery Improvement Programme (SDIP) is a strategic planning which focuses more on the strategies that bring BPPs to life and make improved service delivery happen. The objectives of SDIP entail to facilitate service delivery according to measurable standards and also to ensure that the recipients of services are treated as customers (Nel, 2006: 107).

Bovaird and Löffler (2002: 15), talk about the concept of benchmarking at local government level, which refers to an improvement process that assists organisations to understand how they perform when compared to other organisations of the same kind. Bovaird and Löffler (2002: 15) state that the aim of benchmarking is to assess and measure the quality and effectiveness of governance regarding service delivery at local level. According to the Department of Cooperative Governance and Traditional Affairs (CoGTA) (2009: 3), Local Government Turnaround Strategy (LGTAS) entails that local government becomes part of the reconstruction and development in SA.

### **1.8 Research problem**

The delivery of effective, efficient and quality services in an equitable and sustainable manner has become a common challenge to various municipalities across the Republic of South Africa (RSA). This is caused by challenges emanating from a range of issues like poor governance, maladministration and so forth. However, the problem of this research project was analysed based on water supply as a selected basic service for the study in question. As such, Stellenbosch Municipality, as a research case study, faced water crisis, draught or shortage of rainfalls that did not only affect Stellenbosch but Western Cape Province at large. The analysis of water crisis at Stellenbosch Municipality dwelled on water supply through a comparative study between two selected areas, Kayamandi Township and Rozendal suburb.

**1.9 Research question:** How effective is the provision of water service at Stellenbosch local Municipality to its citizens, with specific reference to Kayamandi Township in comparison to Rozendal suburb?

### **1.10 Research objectives**

- To evaluate the effectiveness of water supply at Stellenbosch Municipality, with specific reference to Kayamandi Township and Rozendal suburb.
- Looking into performance management by reviewing municipal baseline and annual report, from literature's perspective in order to evaluate the water supply at Stellenbosch Municipality.
- To do a comparative analysis regarding the delivery of water service in Kayamandi Township and Rozendal suburb using data collected from households in both areas.

### **1.11 Research design: A case study**

Research design is defined by Kothari (2004: 31), as the “arrangement of conditions for the collection and analysis of data in a manner that aims to combine the relevance to the research purpose with the economy in procedure”. The research design of this particular project is a case study whereby Kayamandi and Rozendal areas within Stellenbosch Municipality are selected for data collection. The research employed a comparative study whereby the selected areas were compared based on how they receive water service from the Municipality. The study further utilised a qualitative study through an open-ended questionnaire. However, this open-ended questionnaire was, to a small degree, a quantitative in that the first 5 questions that required the participants' background which was achieved by them ticking the boxes in terms of their gender, age group, education level, employment status, socio-economic status and whether they were familiar with water supply by Stellenbosch Municipality. Despite this, the study employed a qualitative and empirical type of study given that it is based on the primary method of data collection through an open-ended questionnaire. Moreover, it analysed the existing information regarding service delivery, particularly water supply, by Stellenbosch Municipality to its inhabitants.

### **1.12 Research methodology**

According to Kothari (2004: 7), research methodology refers to the way in which to systemically solve research problems while research methods refer to all those techniques or methods that are used for conducting research. Kothari (2004: 8) defines “research methods or techniques as the methods researchers use in performing research operations”. As illustrated, the study utilised an open-ended questionnaire as a method of data collection from the residents of Kayamandi and Rozendal areas within Stellenbosch Municipality. In

addition, it has reviewed and utilised the existing information through documents like annual report and municipal baseline assessment regarding the process of service delivery at Stellenbosch Municipality; specifically, the process of water supply as the selected service. The study utilised a case study which, according to Hays (2014: 218) in DeMarrais and Lapan, involves the close examination of topics, issues or programmes. This case study, according to Alasuutari, Bickman and Brannen (2008: 214-215) entails a deeper understanding of specific aspects of the phenomenon and also scrutinises demographics and other statistics of the case. The target number of participants was 60 in total, 30 from Kayamandi and 30 from Rozendal. The target group was youth, adults and the elderly from the selected areas. The researcher has completed ethical clearance application and was in possession of consent form to guarantee the participants' confidentiality.

### **1.13 Ethical clearance**

The researcher of this research project has completed ethical clearance application with Stellenbosch University and was also in possession of consent form to guarantee participants' confidentiality. During data collection process, the researcher has presented the consent form to the participants and they were notified of their participation being voluntary. The researcher has further requested an approval letter from the Stellenbosch Municipality as the gate keeper organisation before proceeding to collect data. Regarding the issue of language, the questionnaire was written in English but translated into Xhosa and Afrikaans as the prominent official languages at Stellenbosch. Based on this, the researcher has hired assistant translators for both Xhosa and Afrikaans despite that English was used as a common language in both areas.

### **1.14 Time-line**

The researcher arranged to complete this research project over the period of two years, from 2017 until 2018. The researcher extended the study to a two-year period to spend quality time working on it thoroughly and properly.

- The research project started in January 2017 and was completed in December 2018, whereas the graduation date is April 2019.
- Modules and Chapter 1 of the research were completed in the 2017 academic year.
- Research Phase 1: Chapter 2 and 3 – January until April 2018.

- Research Phase 2: Chapter 4 – May until June 2018.
- Research Phase 3: Chapter 5 and 6 – July until October 2018. This includes editing, consolidation and finalisation.
- Research Final Phase: Final draft submission December 2018.

### **1.15 Outline of chapters**

Except the profile headings, the study has six chapters as outlined in its timeline, such as introductory chapter, literature review, legislative framework, research design and methodology, data collection until interpretation and lastly the chapter on recommendations, including conclusion and reference list.

#### **1.15.1 Chapter 1: Introduction**

This chapter provides an introduction and background to the study, including a bit of preliminary literature review which gives a direction and a focal point to the study. This preliminary literature outlines and identifies the researcher's problem statement, rationale or motivation for the study; research design and methodology; ethical clearance, and timelines.

#### **1.15.2 Chapter 2: literature review on local government**

This chapter encompasses the literature review and focuses on the importance of local government by highlighting the functions, roles, powers, leadership, administration and the requirement of local government elections as conferred upon it by the Constitution and various legislations governing local government. The chapter further encompasses the study on various theories on improving the provision of quality and best possible services at local sphere of government. These theoretical doctrines were chosen given their significance and relevance regarding the delivery of quality and best possible services. The theories in question include, among others, ethical leadership, Batho Pele Principles, Back to Basics, co-production, performance management, authentic public participation, Service Delivery Improvement Programme, benchmarking and performance monitoring, and so forth.

#### **1.15.3 Chapter 3: Legislative frameworks**

Chapter 3 encompasses various legislative frameworks governing local government such as the: Constitution of the Republic of South Africa, Act 108 of 1996; White Paper on Local Government, 1998; Municipal Systems Act, Act 32 of 2000 (MSA); Structures Act, Act 117

of 1998 (Structures Act); Municipal Finance Management Act, Act 56 of 2003 (MFMA); Municipal Demarcation Act, Act 27 of 1998; Intergovernmental Fiscal Relations Act, Act 97 of 1997 (IFRA); and lastly the Municipal Property Rates Act, Act 6 of 2004 (MPRA).

#### **1.15.4 Chapter 4: Research design and methodology**

Chapter 4 focus mainly on three aspects of the study such as the research design, research methodology and lastly the ethical consideration. The research design and methodology of this project will be a case study whereby Kayamandi and Rozendal within Stellenbosch Municipality are selected for data collection. The research will be a comparative study whereby Kayamandi and Rozendal will be compared based on how they receive water service from Stellenbosch Municipality. The target number of households will be 60 in total, 30 from Kayamandi and 30 from Rozendal. Given below is the layout of the chapter's headings:

#### **1.15.5 Chapter 5: Data analysis methods, findings, data interpretation and analysis**

Chapter 5 precisely focuses on case study by presenting the collected data, interpreting and most importantly analysing it as displayed below:

- Data analysis methods.
- Findings and case study presentation.
- Qualitative data analysis and interpretation of the findings.
- Qualitative analysis on Rozendal suburb and Kayamandi Township, including summary on the analysis.

#### **1.15.6 Chapter 6: limitations, recommendations, conclusion and references**

Chapter 6, as the last chapter aims, to provide the identified limitations pertaining to the study including possible recommendations regarding those limitations. It further provides the study's conclusion and the reference list with all utilised sources.

## CHAPTER 2

### LITERATURE REVIEW AND THEORETICAL UNDERPINNING OF THE STUDY

#### 2.1 Introduction

Local government, which is the closest sphere of government to the people at grassroots level, is assigned responsibilities to deliver services to South Africans as stipulated in the Constitution. According to the Constitution, local government is expected to provide effective, efficient and quality services to the citizens in an equal, sustainable and equitable manner. In doing so, local government will be in a process of achieving the objectives of DLG and LED as outlined in the White Paper on Local Government, 1998. However, the study is drawn from literature and theoretical underpinning aiming to evaluate the effectiveness of service delivery at Stellenbosch Municipality. This entails to evaluate the water service in particular as the selected type of service, with the study's objectives entailing the evaluation of the effectiveness of water service at Stellenbosch Municipality, with reference to Kayamandi and Rozendal areas; to look into performance management systems used to evaluate the delivery of the water service at the municipality; and also to do a comparative analysis regarding the delivery of water service in the selected areas for data collection.

This chapter specifically aims to review and gain a perspective on literature studies regarding local sphere of government and its provision of services to the inhabitants at grassroots level. The chapter further entails to discuss various theories that are linked to a local government in enhancing the provision of quality and best possible services, reflecting what is known as the effectiveness, efficiency and economy (EEE). Moreover, the chapter focuses on the importance of local government by highlighting the functions, roles, powers, leadership, administration and a general process of local government election as bestowed upon it by the Constitution and various legislations governing local government. These theoretical doctrines were chosen based upon their significance and relevance regarding the delivery of quality and best possible services. These include, among others, ethical leadership, Batho Pele Principles, Back to Basics, co-production, performance management, authentic public participation, Service Delivery Improvement Programme (SDIP) and benchmarking.

#### 2.2 Scholarly and theoretical aspects of the study

After South Africa's democratic transition in 1994, the government was divided into three spheres of government, namely; national, provincial and local government as outlined by Section 40(1) of the Constitution. Local government, which is the focal point of the study, it is defined by Van der Waldt (2014: 3) as the level of government created to bring government to the local populace and to give citizens a sense of participation in the political processes that influence their lives. However, local governance is defined by Bovaird and Löffler (2002: 16) as the "set of formal and informal rules, structures and processes which determine the ways in which individuals and organisations can exercise power over the decisions (by other stakeholders) which affect their welfare at local levels".

The term 'local government' is generally used to refer to a decentralised representative institution with specific powers devolved upon it and delegated to it by national or provincial government. Local government is recognised as a distinct sphere of government which serves the communities more directly than national and provincial spheres since it is the closest sphere to the people (Van der Waldt, 2014: 3). It can furthermore be recognised as the most accessible, interactive, visible and closest sphere to the people's respective homes or territorial areas. More importantly, local government serves as a cornerstone of service delivery and it carries out the fundamental mandate of government to achieve the objectives of DLG and LED as stated in the White Paper on Local Government. This, in essence, entails that local government be expected to provide services that are effective, efficient, equitable and sustainable to all South Africans as stated in the Constitution. Developmental Local Government is defined in Section B of the White Paper on Local Government as a "local government committed to working with the citizens and groups within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of their lives".

The origin of DLG can be traced back to the adoption and approval of the White Paper on Local Government in 1998 (De Visser, 2005: 72). According to De Visser (2005: 72), the White Paper on Local Government translated the objectives of Section 152 and 153 of the Constitution into what is called a developmental local government. The objectives of Section 152 and 153 of the Constitution mentioned above are meant to: ensure democratic and accountable local government; promote a healthy and safe environment at local government level; encourage community involvement; structure and manage the administrative, budgeting and planning processes; participate in national and provincial development

programmes (Constitution, 1996). In addition, the White Paper on Local Government then set out the characteristics of DLG by maximising social development and economic growth; integrating and coordinating through the IDP; democratising development; and most importantly leading and learning (De Visser, 2005: 73).

DLG further reflected on local government by tracing its roots back to the apartheid era with the aim of transforming it to become a more inclusive local government. The White Paper on Local Government further envisioned that DLG accomplish the following: service delivery and household infrastructure; creation of integrated cities, towns, urban and rural areas; promotion of LED; and empowering communities (De Visser, 2005: 73). According to Van der Waldt (2014: 53), DLG “requires all municipalities to be strategic, innovative, visionary and influential in the way they operate or provide services”. The emphasis concerns Section 153 of the Constitution, which states that the developmental duties of the municipalities require that both the budgeting, administration and planning process must be managed and structured in such a way that they prioritise the basic needs of the citizens and always promote LED at grassroots level.

LED is about boosting the local economy through job creation; involving other key stakeholders; providing economic benefits for local citizens; and improving the quality of their lives (Van der Waldt, 2014: 53). After the transition to democracy, there was an establishment of policy documents, frameworks or guidelines meant give an effect to LED. Among others, is a 2002 LED draft policy document which according to Rogerson (2011: 151), entails that LED activities should be anchored most firmly in the developmental and pro-poor responsibilities that had been ceded to municipalities. In addition, Rogerson noted what Toerien (2005: 1) alluded to was that local government authorities are custodians of the economic growth in their own juristic areas. This simply entails that authorities at local government are expected to facilitate, enable and create a friendly environment for economic activities that create jobs, benefit businesses, and also generate revenue for the municipalities in order to deliver service for the citizens (Rogerson, 2011: 151-152). In some instances, the above-mentioned draft LED policy document was considered to be a more community-oriented approach to local economic development.

The 2005 framework on LED gives guidelines regarding the roles of local government such as: introducing innovative ideas and solutions to local challenges; devising a means to improve financial viability of municipalities; marketing the local area effectively; solving

socio-economic challenges and promoting LED whilst contributing to broader national socio-economic objectives; mobilising local resources effectively; building social capital; and lastly develop local skills (Rogerson, 2011: 155). Rogerson (2011: 155) noted what he previously stated that the 2006 framework on LED gives a strong picture of the roles and responsibilities of local government in LED. In the light of this, local government does not only serve as a facilitator or enabler to smooth economic activities but also provides a leadership and direction in policy making. Local government can also be seen as an administrator of policy, programmes and LED projects (Rogerson, 2011: 155). More importantly, local sphere of government, as Rogerson (2011: 155) stated, is entitled to initiate “economic development through public spending, regulatory powers, promotion of industrial; small business development, social enterprises and cooperatives”.

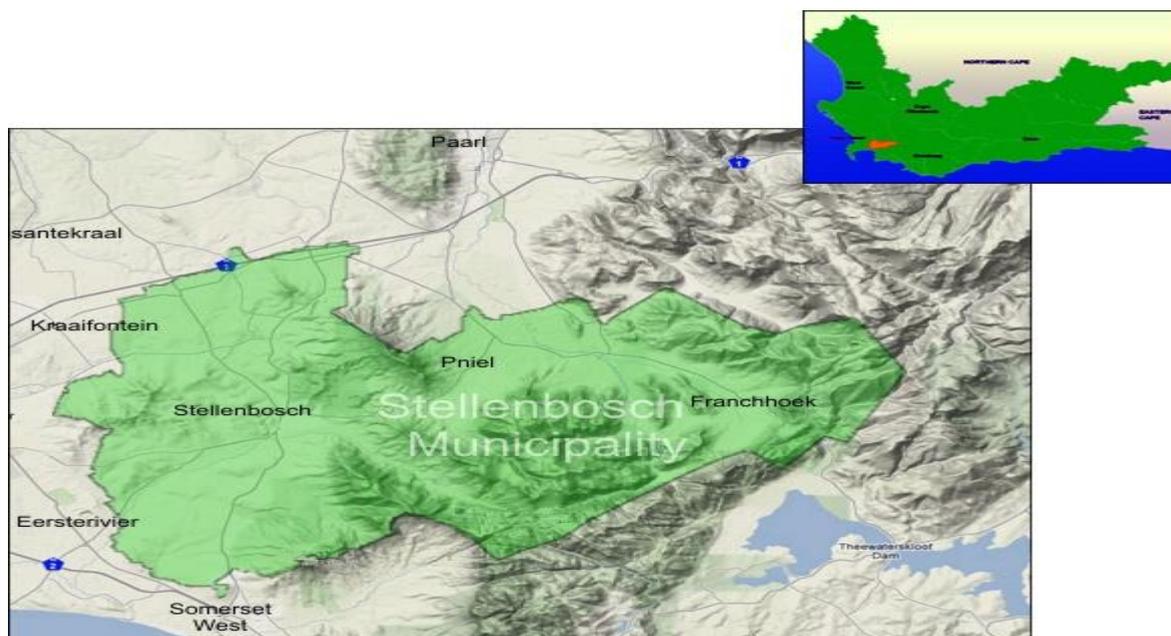
According to Malefane (2009: 159), LED is acknowledged as being important and recognised by the Constitution as such, as serving as a foundation for reference to the institutionalisation of LED as a strategic function of municipalities. Malefane (2009: 159) further states that in terms of sections 152(c) and 153(a) of the Constitution, municipalities must “promote and manage their administration, as well as budgeting and planning processes to give a priority to the basic needs of the communities”. Municipal Systems Act, Act 32 of 2000 (known as MSA) assigns municipalities the task to create and promote economic development and paves the way for participatory mechanisms that allow for informed municipal decisions (Malefane, 2009: 159). According Malefane (2009: 159) LED, as clearly articulated by MSA, represents a municipal development process which involves the mobilisation and development of local resources that are stimulated by the need to tackle local economic and social problems, and that anticipates managing the processes of economic restructuring. Given below is a brief overview of the researcher’s chosen local municipality, Stellenbosch Municipality in particular, as the case study for data collection.

### **2.3 Overview of Stellenbosch Municipality**

Stellenbosch local municipality is one of the remarkable areas renowned internationally and locally for, among others, its beautiful environment with tourist attraction, historical buildings, wine farms, award-winning restaurants among others (Stellenbosch IDP Draft, 2016: 12). Stellenbosch local Municipality is officially known as Stellenbosch Municipality as illustrated in its Integrated Development Plan (IDP) (Stellenbosch IDP Draft, 2016: 12). Stellenbosch Municipality is among five local municipalities within Cape Winelands District

Municipality (CWDM) in the Western Cape Province. It is located 50 kilometre east of Cape Town in the Western Cape province and it covers an area of approximately 900km<sup>2</sup> (Stellenbosch IDP Draft, 2016: 12). Moreover, Stellenbosch is also known to be the second oldest town in South Africa after Cape Town, as articulated in its IDP document. This local municipality is a Category B municipality located within the Cape Winelands District Municipality. It is the smallest of the five municipalities in the district, making up only four percent of its geographical area (Stellenbosch IDP Draft, 2016: 13).

Stellenbosch Municipality's vision, as stated in its IDP document, is to become an "Innovation Capital of South Africa" while its mission entails to "deliver cost-effective services that will provide the most enabling environment for civil and corporate citizens" (Stellenbosch IDP Draft, 2016: 13). Stellenbosch Municipality has 22 wards that constitute three dominating population groups such as Whites, residing mostly in the middle of town, Africans (predominantly Xhosa speaking people) residing mostly in Kayamandi and Coloureds residing mostly in various locations around Stellenbosch like Idas Valley and Cloeteville among others (Stellenbosch IDP Draft, 2016: 13). These selected areas will be compared to one another in relation to the delivery of water service by the Stellenbosch Municipality. Rozendal is a residential suburb of Stellenbosch located alongside the Eastern borders of the Stellenbosch town whilst Kayamandi is located on the north-western side of Stellenbosch along an arterial road and on the off-route R304 in Stellenbosch area (Stellenbosch IDP Draft, 2016: 12-13).

**Figure 1: Stellenbosch Municipality map adapted from its IDP (2016)**

## 2.4 The structure and roles of local government

Local government in South Africa (SA) consists of different municipalities that are established for the whole of the country's territory as articulated by Section 151(1) of the Constitution. According to Van der Waldt (2014: 5), municipalities refer to the "organisational units of local government and these can be regarded as decentralised agencies for the national sphere of government". The municipality can further be described as an organ of the state within the local sphere of government consisting of political structure, office bearers and administration of the municipality, including a geographical area as articulated by the Structures Act. The concept of municipality is interchangeably defined in the context of local level and geographical area (Van der Waldt, 2014: 6). The local level or area is then determined as an area which falls within municipal boundary whereas geographical area entails that the municipality is determined in terms of the Municipal Demarcation Act, Act 27 of 1998. Van der Waldt (2014: 6) points out that the South African municipalities take a spatial form such as rural areas, urban areas, metros, townships, cities and so forth as outlined below in respect of the Municipal Demarcation Act.

Given the above, the South African municipalities were divided into eight metropolitan municipalities (Category A municipalities), 44 district municipalities (Category C municipalities), and 205 local municipalities that are called Category B municipalities (Nyalunga, 2006: 4). It must be noted that the number of local municipalities has recently

been reduced from 226 to 205 following the local government elections of 2016 whereas the district and metropolitan municipalities remain unchanged (South African Government News Agency, 2016). Therefore, the total number of the South African municipalities has decreased from 278 to 257 as outlined by the South African Government News Agency (2016). Given below is a table illustrating a list of annexed, merged and newly created local municipalities in SA amid a local government election of 2016.

**Table 1: Local municipalities in SA adapted from SANews Agency (2016)**

LIST OF ANNEXED & NEWLY CREATED LOCAL MUNICIPALITIES IN SA (2016)		NEW	ANNEXED			
NAMES	PROVINCES	MERGED & NEWLY CREATED LOCAL MUNICIPALITIES				
Camdeboo Local Municipality	Eastern Cape	Dr Beyers Naudé Local Municipality				
Ikwezi Local Municipality	Eastern Cape					
Baviaans Local Municipality	Eastern Cape					
Nkonkobe Local Municipality	Eastern Cape			Raymond Mhlaba Local Municipality		
Nxuba Local Municipality	Eastern Cape					
Tsolwana Local Municipality	Eastern Cape					
Inkwanca Local Municipality	Eastern Cape			Enoch Mgijima Local Municipality		
Lukhanji Local Municipality	Eastern Cape					
Maletswai Local Municipality	Eastern Cape					
Gariep Local Municipality	Eastern Cape	Walter Sisulu Local Municipality				
Motheo District Municipality	Free State			Annexed by Mangaung Metropolitan Municipality	Annexed by Xhariep District municipality	Annexed by Thabo Mofutsanyana District Municipality
Naledi Local Municipality	Free State			Annexed by Mangaung Metropolitan Municipality		
Metsweding District Municipality	Gauteng	Annexed by City of Tshwane Metropolitan Municipality				
Nokeng tsa Taemane Local Municipality	Gauteng					
Kungwini Local Municipality	Gauteng					
Randfontein Local Municipality	Gauteng					
Westonaria Local Municipality	Gauteng				Rand West City Local Municipality	
Ezinqoleni Local Municipality	KwaZulu-Natal	Ray Nkonyeni Local Municipality				
Hibiscus Coast Local Municipality	KwaZulu-Natal					
Vulamehlo Local Municipality	KwaZulu-Natal	Annexed by eThekweni Metropolitan Municipality	Annexed by Umdoni Local Municipality			
Emnambithi/Ladysmith Local Municipality	KwaZulu-Natal	Alfred Duma Local Municipality				
Indaka Local Municipality	KwaZulu-Natal					
Umtshezi Local Municipality	KwaZulu-Natal	Inkosi Langalibalele Local Municipality				
Imbabazane Local Municipality	KwaZulu-Natal					
Big 5 False Bay Local Municipality	KwaZulu-Natal					
Hlabisa Local Municipality	KwaZulu-Natal				Big Five Hlabisa Local Municipality	
Ntambanana Local Municipality	KwaZulu-Natal	Annexed by Mthonjaneni Local Municipality	Annexed by uMfolozi Local Municipality	Annexed by uMhlathuze Local Municipality		
Ingwe Local Municipality	KwaZulu-Natal	Dr Nkosazana Dlamini-Zuma Local Municipality				
Kwa Sani Local Municipality	KwaZulu-Natal					
Bohlabela District Municipality	Mpumalanga & Limpopo	Annexed by Ehlanzeni District Municipality Mpumalanga province	Annexed by Mopani District Municipality Limpopo province			
Mutale Local Municipality	Limpopo	Annexed by Musina Local Municipality	Annexed by Thulamela Local Municipality			
Aganang Local Municipality	Limpopo	Annexed by Blouberg Local Municipality	Annexed by Molemole Local Municipality	Annexed by Polokwane Local Municipality		
Mookgopong Local Municipality	Limpopo	Modimolle - Mookgopong Local Municipality				
Modimolle Local Municipality	Limpopo					
Fetakgomo Local Municipality	Limpopo				Fetakgomo - Greater Tubatse Local Municipality	
Greater Tubatse Local Municipality	Limpopo					
Umjindi Local Municipality	Mpumalanga	Annexed by Mbombela Local Municipality				
Kagisano Local Municipality	North West	Kagisano-Molopo Local Municipality				
Molopo Local Municipality	North West					
Ventersdorp Local Municipality	North West	Ventersdorp - Tlokwe Local Municipality				
Tlokwe Local Municipality	North West					
Mier Local Municipality	Northern Cape	Dawid Kruiper Local Municipality				
Khara Hais Local Municipality	Northern Cape					

According to Thornhill and Cloete (2014: 21), Category A (metropolitan municipality) refers to a municipality that has exclusive municipal executive and legislative authority in its area. A list of eight metropolitan municipalities include the City of Cape Town, City of Tshwane, City of Johannesburg, Nelson Mandela Metropolitan, Buffalo City Metropolitan, Ekurhuleni Metropolitan, eThekweni Metropolitan, and Mangaung Metropolitan municipality (Thornhill & Cloete, 2014: 21). Category B (local municipality) refers to a municipality that shares municipal executive and legislative authority in its area with a category C within whose area it falls (Thornhill & Cloete, 2014: 21). For instance, local municipalities like Witzenberg, Stellenbosch, Drakenstein, Breede Valley and Langeberg fall under one district municipality

called Cape Winelands District Municipality. Category C refers to the municipality that has municipal executive and legislative authority in an area that includes more than one local municipality (Thornhill & Cloete, 2014: 21). A typical example includes Cape Winelands District Municipality which is made up of five local municipalities, among them being Stellenbosch local Municipality and others.

Regarding spatial differentiation, a metropolitan municipality in SA often consists of big cities with huge urban areas with a high population density, as well as residential, industrial and business areas with vast majority of head offices (Van der Waldt, 2014: 6). Local municipality often consists of rural areas, townships, urban areas, towns and sometimes cities (Van der Waldt, 2014: 6). However, it also depends on the geographical area and province where the municipality is located. For instance, many local municipalities in Limpopo and Eastern Cape provinces are predominantly rural areas whereas in other provinces are predominantly townships, urban areas (including suburbs) and towns (Tulloch, 2017: 198). The district municipality, on the other hand, often consists of all spatial forms since it is made up of local municipalities under its area of jurisdiction (Tulloch, 2017: 198). As such, the municipalities have administrative responsibilities in the form of municipal administration and political aspects in the form of municipal council as detailed below.

In the local government, the municipal council consists of elected councillors whereas the municipal administration consists of appointed officials as outlined by Section 4 and 6 of the MSA. Contrary to local government, the provincial and particularly national government are characterised by three separation of powers; namely, the legislative, executive and judiciary as outlined by the Constitution. The legislative authority refers to the National Assembly (NA) and National Council of Provinces (NCOP) whereas the executive authority refers to the cabinet as reflected in the Constitution. Lastly, the judicial authority refers to the courts as outlined by the Constitution. However, each of the three categories of municipalities has its own area of responsibilities and specific roles in delivering services to the people as explained below.

The municipalities in all categories (A, B and C) cooperate with one another and other spheres of government (national and provincial) as outlined by Section 40 of the Constitution. According to Section 155 of the Constitution, the district municipality has municipal legislative and executive authority in an area that includes more than one local municipality. In addition to this, the district municipality co-ordinates the activities of the local

municipalities in the district area and most importantly provides certain municipal services in the district area as detailed in Section 84 of the Structures Act. Some of the responsibilities of the district municipality listed in Section 84 of the Structures Act are as follow: (a) IDP for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality; (b) Potable water supply systems; (c) bulk supply of electricity, which includes for the purposes of such supply, the transmission, distribution and, where applicable, the generation of electricity; (d) Domestic waste-water and sewage disposal systems; (e) Solid waste disposal sites. Local municipalities have responsibilities to provide services limited to their own areas of jurisdiction as outlined by the Municipal Demarcation Act. Again, the metropolitan municipalities as well have the responsibilities to deliver services to the citizens within their own boundaries (Municipal Demarcation Act, 1998). Nyalunga (2006: 4) argues that in order to achieve a broad goal of DLG, the municipalities in all three categories must enjoy various powers since each has its own specific functions and responsibilities.

In the light of this, the focus of the study, as stated earlier, is on local municipality (known as Category B municipality). This is supported by Nyalunga (2006: 4), who states that “it shares municipal executive and legislative authority in its area with Category C municipality within whose area it falls”. Stellenbosch Municipality, the research’s case study, is a local municipality within Cape Winelands District Municipality (CWDM) at Western Cape Province (Stellenbosch Draft IDP, 2016: 12). As has been noted, the structure of local government consists of elected councillors on the municipal council and appointed officials in the municipal administration as illustrated by Section 4 and 6 of the MSA.

## **2.5 Municipal council and elected councillors**

The municipal council refers to the political structure within the municipality, which consists of democratically elected councillors by registered voters within the municipal jurisdiction. Section 18 of the Structures Act states that the “municipal councillors are determined by the Member of Executive Committee (MEC) for local government in the province in accordance with the policy framework”. According to Section 159 of the Constitution, the municipal councillors in SA are entitled to serve a five-year term as determined by national legislation. Again, the municipal council is also required to meet quarterly as outlined by Section 18 of the Structures Act. However, De Visser (2005: 76) importantly points out that the executive and legislative authority of the municipality is vested in the municipal council, consisting of

elected councillors. In addition to this, the Municipal Electoral Act, Act 27 of 2000 determines electoral procedures and processes of voters and candidates (councillors) standing for local government election in all categories such as metros, district and local municipalities. In the light to this, Section 7(1) of the Municipal Electoral Act states that a “person may vote in an election only if registered as a voter on the certified segment of the voters' roll for a voting district which falls within the municipality”. It must be noted that this also applies to candidates standing for election.

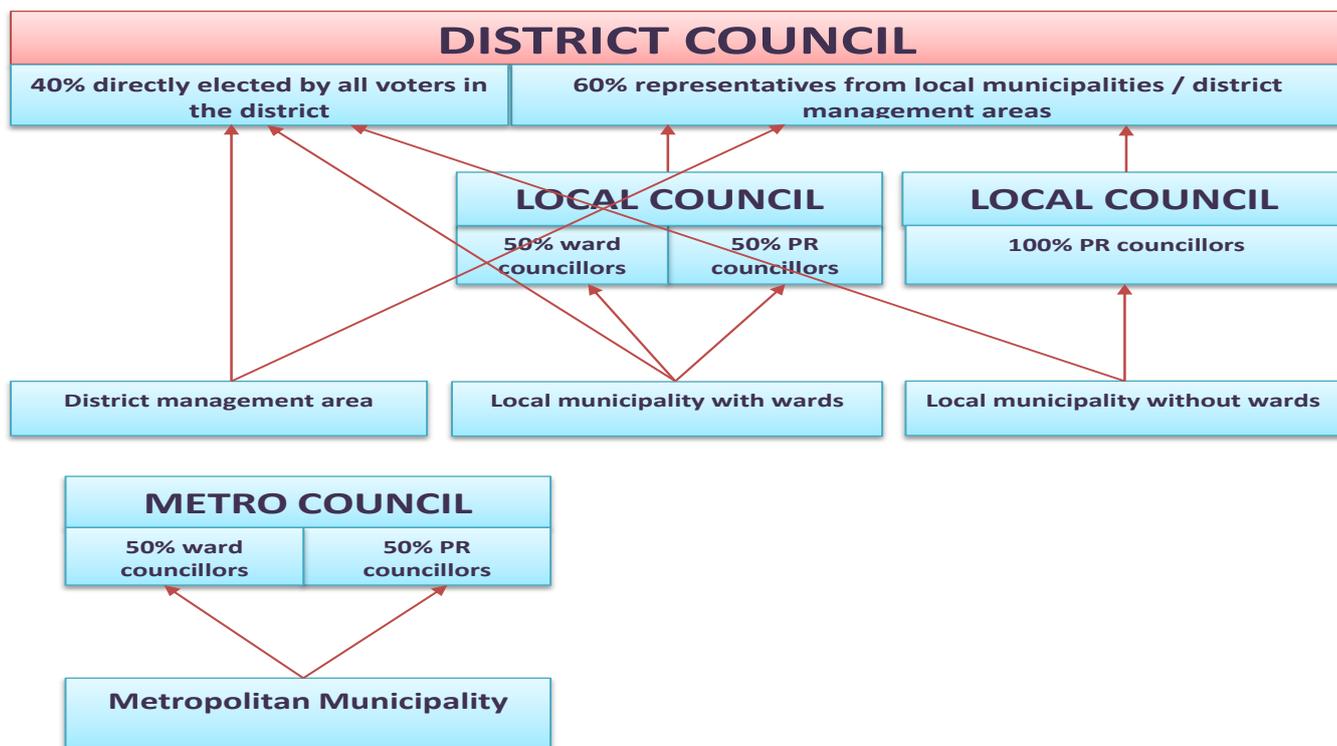
Section 22 of Structures Act states that the municipal council consists of ward councillors who are independent or nominated by a political party and PR (Proportional Representative) councillors that proportionally represent the parties that participated in that election. The Structures Act further provides a choice for the combination of constituency (ward) and PR elections whereby 50 percent of councillors come from a party list whereas another 50 percent of councillors are elected as ward representatives. This comes amid the government’s decision to choose mixed system (PR and ward) in order to maximise the benefits of the proportional and constituency based-elections as articulated in the White Paper on Local Government (De Visser, 2005: 91). However, in the general municipal elections, the voters elect councillors in three municipal categories namely, metropolitan municipalities, district municipalities and local municipalities.

During the voting system for the metropolitan municipality, there are two ballots whereby the voter is entitled to vote twice as outlined by Schedule 1(a, b & c) of Section 22 of the Structures Act. The first ballot is meant to elect a ward councillor to the metropolitan council whereas the second ballot is meant to elect a party to the metropolitan council from the list of parties that participate in the election for that metropolitan council (De Visser & Steytler, 2016: 10). According to De Visser and Steytler (2016: 10-11), the district council of the district municipality consists of 40 percent PR councillors voted by the voters in the district area and 60 percent councillors appointed by the local municipalities to represent their local municipalities in the district council.

In the voting system within a local municipality, there are three ballots allocated to one voter who is entitled to vote three times (De Visser & Steytler, 2016: 11). The first ballot entails electing a ward councillor to the local council; the second ballot entails electing a party to the local council from the list of parties that participate in the election for that local municipality; and the third ballot entails electing a party to the district council from the list of parties that

participate in the election for that district municipality (De Visser & Steytler, 2016: 11). In case the local municipality is very small or has no wards then its council will consist of PR councillors (De Visser & Steytler, 2016: 10). This explanation regarding the election of councillors is depicted in the form of table below.

**Figure 2: Elections of councillors at local government adapted from De Visser (2005)**



As drawn from De Visser (2005: 93), the table above displays a voting system for councillors at local sphere of government. It serves to emphasise or explain what De Visser and Steytler have already stated. For instance, it simply shows that metro council has 50 percent ward councillors and 50 percent PR councillors whereas district council consists of 40 percent elected directly by all voters in the district and 60 percent representatives from local municipalities (De Visser, 2005: 93). These 40 percent elected councillors by all voters and 60 percent representatives from local municipalities together make up a district municipality. Furthermore, local municipalities with wards are made up of 50 percent ward councillors and 50 percent PR councillors while those without wards consist of only 100 percent PR councillors (De Visser, 2005: 93).

## 2.6 Municipal executive

As noted earlier that the executive and legislative authority of the municipality is vested in the municipal council, the Constitution does not provide for the separation of powers between

legislative and executive at local government as opposed to national sphere of government (De Visser, 2005: 77). According to De Visser (2005: 77) it rather “establishes a conventional model of government where both the executive and legislative authority vest in the council and members of the executive remain councillors”. However, the institutional relationships between the municipal executive and the municipal council is determined by the type of municipality which lies in the hands of MEC for local government who determines the typology of each municipality (De Visser, 2005: 77). As such, the municipal executive sometimes can be the executive committee elected by the council from its members whereas sometimes the executive powers can be vested in the hands of the executive mayor who is elected by the council. Explained below illustrates a type of executive system of the South African municipalities. Given below entails three potential executive systems in a leadership position within a municipality.

## **2.7 Possible executive systems on the municipal council**

As noted from above, there are three potential executive systems in a leadership position on the municipal council namely; plenary executive system, collective executive system and mayoral executive system as stated in the Handbook for Municipal Councillors (2006: 13). The Handbook for Municipal Councillors (2006: 13) in South Africa provides an explicit but simpler explanation and differences between these three executive systems, with the first one being the plenary executive system as noted below.

### **2.7.1 Plenary executive system**

Based on the Handbook for Municipal Councillors (2006: 13), the plenary executive system is used in the small municipalities whereby the executive powers are exercised by full meeting of the municipal council. The municipal council exercises all executive powers and decisions except that they may delegate executive responsibilities to any committee or elect the mayor who serves as the chairperson of the council. As such, the mayor performs any ceremonial duties and functions delegated to him or her by the council (Handbook for Municipal Councillors, 2006: 13).

### **2.7.2 Collective executive system**

The Handbook for Municipal Councillors (2006: 13), notes that the collective executive system manifests in the municipalities with more than nine council members. The council elects executive committee and then delegate executive powers to that committee. The

elected executive committee takes any decisions on matters that fall within its delegated powers. The municipal council must elect one member of the executive committee as the chairperson of that committee, who is then called a mayor (Handbook for Municipal Councillors, 2006: 13). The chairperson of the council in the collective executive system is called the speaker who is elected by the council to preside at council meetings. During the collective executive system, the whole executive committee remains accountable for the executive powers whereas the mayoral executive system entails that the executive mayor remains accountable for the executive decisions (Handbook for Municipal Councillors, 2006: 13).

### **2.7.3 Mayoral executive system**

The Handbook for Municipal Councillors (2006: 13) sets out that the mayoral executive systems are to entail that the executive authority be exercised by the executive mayor. The executive mayor is the “council member who is elected by the council to be the executive mayor and the executive powers and responsibilities are delegated to him or her”. Again, if the council has more than nine members then its executive mayor must establish or appoint the mayoral committee (Handbook for Municipal Councillors, 2006: 13). The mayoral committee consists of councillors appointed by the executive mayor to serve on the mayoral committee. In both collective and mayoral executive systems, “the municipal council elects the speaker (one of the municipal councillors) to become the chairperson of the municipal council, who then preside at council meetings” (Handbook for Municipal Councillors, 2006: 13-14).

### **2.8 Dissolution of municipal councils**

*“A municipal council may dissolve itself at a meeting called specifically to adopt a resolution dissolving the council with a supporting vote of at least two thirds of the councillors; and only when two years have passed since the council was last elected. However, the MEC for local government in a province may, by notice in the ‘Provincial Gazette’, dissolve a municipal council if the Electoral Commission is of the view that a boundary determination affects the representation of voters in that council, and the remaining part of the existing term of municipal councils is more than one year, or an intervention in terms of Section 139 of the Constitution has not resulted in the council being able to fulfil its obligation in terms of legislation. The MEC for local government may dissolve a municipal council only with a concurrence*

*of the minister responsible for local government and after notice of the dissolution has been tabled in the National Council of Provinces (NCOP) and the council has approved the dissolution.” (Thornhill & Cloete, 2014: 67-68).*

## **2.9 Roles, functions and powers of municipal council**

According to Thornhill and Cloete (2014: 34), the roles and functions of the municipal council are bestowed by the Constitution, with specific reference to Section 156(2) and other relevant legislations governing local government. Section 156(2) of the Constitution states that “a municipality may make and administer by-laws for the effective administration of the matters which it has the right to administer”. In addition, the Structures Act points out that the municipal council represents local community; ensures the well-being and interests of the municipality; ensures the provision of services delivery to the citizens; develops and evaluates the policies and programmes of the municipality; maintains the financial integrity of the municipality; carries out the duties of council as mandated by the Constitution and other acts; ensures that administrative policies, procedures and oversight policies, practices and procedures are in place to implement the decisions of the council; and also ensures the accountability and transparency of the municipal operations. Chapter 2 of the MSA states that the council of a municipality must provide without a favour or prejudice, democratic and accountable government for communities, inhabitants and ratepayers.

In the light to this, Section 152 of the Constitution bestows municipal council with the responsibilities for the executive, legislative and judicial responsibilities of the municipality and also exercises powers and performance of the functions of the municipality. Schedules 4(b) and 5(b) of the Constitution, as noted from Section 156(1)(a) of the Constitution, provide a list of local government matters administered by the executive authority of the municipality. Schedule 4b specifically entails administering matters such as building regulations, electricity and gas reticulation, firefighting services among others. Schedule 5(b) of the Constitution, on the other hand, entails administering matters such as local sport facilities, markets, municipal parks and recreation, municipal roads, noise pollution, refuse removal, street lighting and so forth. Again, the council also oversees the actions, activities and, more importantly, the decisions of the executive and administration as per the Constitution’s stipulations. Section 4(2) of the MSA outlines the roles of the municipal council as follows: to exercise the executive and legislative authority of the municipality; provide democratic governance without favour or prejudice; encourage participation of local community; and striving to

ensure that the municipal services are provided in a financially and environmentally sustainable manner.

## **2.10 Municipal administration**

The municipal administration is of paramount importance as illustrated by the Structures Act, which clearly requires a need for the existence of municipal administration. An administration basically serves as an “operating unit solely responsible for the provision of municipal services”. According to Craythorne (2006: 191) the municipal administration is clarified through organisational design and structure displaying the administrative decision-making process and responsibilities of the staff from sections, units, branches or departments within the municipality (Craythorne, 2006: 191). The provision of municipal services entails that the administration is entirely responsible for the implementation of municipal policies, acts or by-laws, and most importantly the IDP (Craythorne, 2006: 191). Again, Section 6 of the MSA states that the duties and responsibilities of the municipal administrators is to be responsive to local community’s needs; facilitate a culture of public service and accountability among staff; take measures to prevent corruption; facilitate co-operation and communication; give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive; and inform them how the municipality and its finances are managed.

The municipal administration consists of officials who are appointed based on merit, competency, qualifications and relevant working experience under the leadership of the municipal manager as articulated in Section 55 of the MSA and Section 84 of the Structures Act. According to Section 82 of the Structures Act, the municipal manager is appointed by the municipal council to be not only the head of administration but also the accounting officer of the whole municipality. In addition to this, Section 55(a) of MSA in particular states that the municipal manager or the accounting officer of the municipality, subject to the directions of the municipal council, is responsible for the formation and development of an economical, effective, efficient and accountable administration that is: (i) equipped to carry out the task of implementing the municipality's IDP in accordance with Chapter 5; (ii) operating in accordance with the municipality's Performance Management System in accordance with Chapter 6; and (iii) responsive to the needs of the local community to participate in the affairs of the municipality.

The accounting officer (preferred over the municipal manager) of the municipality is importantly responsible for managing the financial administration of the municipality and take all reasonable steps to ensure that; (a) the resources of the municipality are used effectively, efficiently and economically; (b) ensure that full and proper records of the financial affairs of the municipality are kept in accordance with any prescribed norms and standards; (c) ensure that the municipality has and maintains effective, efficient and transparent systems. In general, the accounting officer is responsible for day-to-day operational activities or decisions of the administration and he/she must possess necessary skills, expertise, competencies and qualifications to implement policies, plans and budget of the municipality (Craythorne, 2006: 193). As indicated, the accounting officer is further responsible for implementation of the IDP; management of municipality's administration; maintenance of discipline for staff; promotion of sound labour relations and compliance to legislations; managing the assets and liabilities; carrying out the mandate of the municipal council; managing communication, participation and cooperation between municipality and various stakeholders (Craythorne, 2006: 193). Thornhill and Cloete (2014: 114) add that the accounting officer is held accountable for any losses incurred or poor performance on the part of the administration and therefore it is the accounting officer's responsibility to manage his/her staff well.

## **2.11 Theoretical underpinning of the study**

### **2.11.1 Introduction**

There are various theories in literature that provide a conceptual and theoretical overview in supporting the provision of effective and quality services at local government, within which an evaluation of service delivery can be placed (Ngubane, 2005: 46). As such, the notion of service delivery will be addressed in relation to the selected water service at Stellenbosch Municipality (Ngubane, 2005: 47). As has been noted, service delivery is a fundamental necessity to local government or municipalities across the Republic of South Africa (RSA). Only a few theoretical doctrines will be discussed by the study based on their relevance towards the provision of quality services at local government. Among other doctrines to be discussed are ethical leadership, Batho Pele Principles, Back to Basics, Co-production, Performance Management, authentic public participation, SDIP and Benchmarking.

**Table 2: Linkage for delivery of effective services adapted from Mouton (2001)**



### 2.11.2 Significance of ethical leadership at local sphere of government

According to DuBrin (2013: 142), ethical leadership and principles of leadership are important for local government to provide effective services and underpin the nature of good governance. Ethical leadership guides leaders to conduct themselves in a particular acceptable manner (DuBrin, 2013: 142). DuBrin (2013: 142-143), points out that moral and ethical leaders remain principled and often practice values that are acceptable in society or in their organisations. In the local government context, ethical and principles of leadership further “help the municipal leaders or political figures in the municipality to achieve the objectives of DLG and LED in the sense that they will practice good ethics and merge the interests of all parties within the organisation”. Due to ethical leadership, councillors at local government will then serve not only the interest of their political parties but also that of the organisation for the sake of yielding better results or providing effective and quality services.

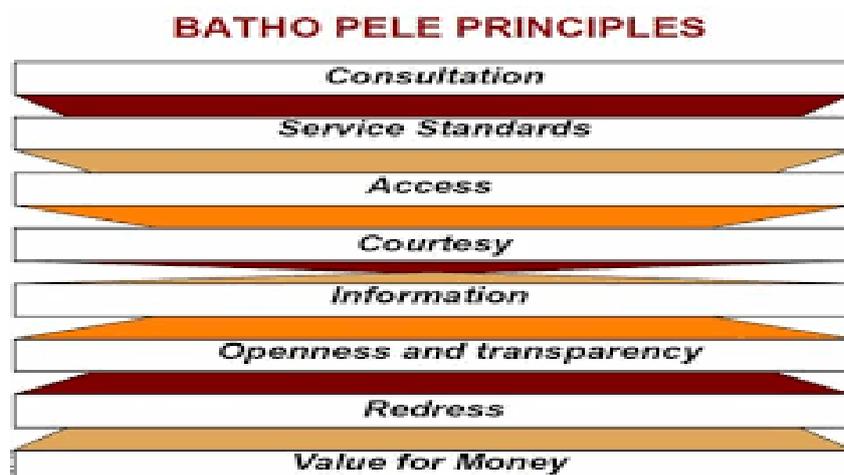
According to Brown and Treviño (2006: 597), ethical leaders guided by ethical leadership and principles are often seen “as fair, trustworthy, honest and principled decision-makers who care about people and the broader society, and who behave ethically in their personal and professional lives”. Ethical leaders are also perceived to be willing to go the extra mile in order to perform their duties well and prioritise performance and productivity (Brown and Treviño, 2006: 597). Brown and Treviño (2006: 599) speak about authentic leadership where leaders are conscious of anything they think, behave and they are perceived by their followers as being aware of their own and other people's moral perspective, knowledge and strengths. Moreover, these leaders often know much about the context they work in and they are always confident, optimistic and resilient (Brown and Treviño, 2006: 599). Ethical leadership also reduces the incidents of corruption given the nature of having principled and moral leaders in the organisation. As such, it guides leaders to stick to their moral values when taking decisions.

Moreover, it is noted from DurBrin (2013: 142) that morals are significant to help leaders as individuals to determine what is wrong and what is right before taking decisions that affect other people's lives. In addition, DurBrin (2013: 4) describes leadership as a partnership and shared responsibility in the sense that leaders and their members are connected in such a way that power between them is balanced. This, in the context of local government, entails that municipal leadership and the citizens must work together and exchange purpose through dialogue, consultations and public participation (DurBrin, 2013: 4). In support of this, there is another important doctrine called Batho Pele Principles (BPP), which serves as South Africa's attempt to develop standards for public service delivery and to provide quality services. This doctrine is supported by Section 195(1) of the Constitution which states that public administration must be governed by the democratic values and principles enshrined in the Constitution such as: (a) a high standard of professional ethics must be promoted and maintained; (b) efficient, economic and effective use of resources must be promoted; (c) public administration must be development-oriented; (d) Services must be provided impartially, fairly, equitably and without bias; (e) people's needs must be responded to, and the public must be encouraged to participate in policy-making. Batho Pele Principles, as explained below, is a fundamental guideline for leaders to follow in order to deliver quality services and ensure that beneficiaries of these services are satisfied.

### **2.11.3 Batho Pele Principles for local government context**

According to the Department of Public Service and Administration (DPSA) (2013: 12), the doctrine of Batho Pele Principles, which was coined to mean “People First” was launched in 1997 with the publication of the White Paper on Transforming Public Service Delivery to improve service delivery in the Public Service. Pietersen (2014: 254), states that Batho Pele Principles aims to get public servants to be service orientated, to strive for excellence in service delivery, commit themselves to continuous service delivery improvement, allow citizens to hold public servants accountable for the type of services they deliver and to adopt a citizen–orientated approach to service delivery informed by eight principles. Therefore, local government leaders and officials are expected to adhere to BPP namely: consultation, service standards, access, courtesy, information, openness and transparency, redress, and value for money (Pietersen, 2014: 255). One critical point raised by Pietersen (2014: 255) is that in order to improve organisational effectiveness one needs to assess its current level of functionality. Pietersen (2014: 255) further argues that the focus should always remain on achievement of the organisational goal which is quality service delivery in an effective manner.

**Figure 3: Batho Pele Principles adapted from Pietersen (2014)**



In addition to what Pietersen stated, Mofolo and Smith (2009: 434) explain each Principle as part of the operational culture within the municipalities. Regarding consultation, the municipalities are expected to consult with representatives (ward committees) of the communities in which they are located about their needs, grievances, affordability, level and quality of municipal services provided to them (Mofolo & Smith, 2009: 434). The

municipalities must then take a decision in relation to their findings from consultations. Service standards entails the level of quality services whereby the municipalities should inform the citizens about the level and quality of municipal services through making use of local news outlets and IDPs (Mofolo & Smith, 2009: 434). The citizens must always be informed and updated about anything related to municipal services so that they can have a meaningful participation.

Access to services entails that everyone must have access to the municipal services, especially those in dire needs (Mofolo & Smith, 2009: 435). This, according to Mofolo and Smith (2009: 435), can be done through establishment of units in residential areas to provide basic services so that local citizens can access them easily without travelling far. Regarding courtesy, the municipal employees and leaders must treat their community members as clients or customers who deserve the best possible services. More importantly, the municipalities are expected to create codes of conduct that promote good manners and principles of good leadership, values and morals to their employees (Mofolo & Smith, 2009: 435). Customer information is about ensuring that the municipalities provide community members with detailed information about the extent of municipal services (Mofolo & Smith, 2009: 436). In so doing, the municipalities must further provide full, accurate and up-to-date information about the services they provide, and clarify who is entitled to which services (Mofolo & Smith, 2009: 436).

In addition to customer information, the municipalities must promote openness and transparency by disclosing all information to the community members including the tariffs on basic services, rates on proposed budget, and penalties for those who do not cooperate or comply. Municipal council and ward committees are expected to hold regular meetings updating the communities about these kinds of information (Mofolo & Smith, 2009: 437). In instances where citizens were misled or not provided with services promised to them, the municipal council and its employees must provide explanation and take necessary corrective measures in order to promote redress (Mofolo & Smith, 2009: 437). In order to promote value for money, the municipalities must provide cost-effective services in an efficient and effective manner. Given below is 'Back to Basics' principle which is directly linked to Batho Pele Principles in the sense that both doctrines prioritise putting people first.

#### **2.11.4 Back to Basics doctrine at local government**

The 'Back to Basics' principle is another significant doctrine for the success of local government. According to the Department of Cooperative Governance and Traditional Affairs (CoGTA) (2014: 15), Back to Basics principle was adopted to ensure that local government prioritises the provision of basic services such as electricity, water, sanitation, and waste removal. Moreover, local government is further expected to provide other various municipal services bestowed upon it by the Constitution and must ensure a proper maintenance of those services (CoGTA, 2014: 15). The municipalities are not only expected to deliver quality basics services but also to deliver new infrastructure and amenities (CoGTA, 2014: 16). Such infrastructure and amenities will promote smooth local economic activities while in the other hand prioritising services delivery to the vulnerable unemployed and marginalised poor in the villages and informal settlements (CoGTA, 2014: 16).

This doctrine is based on various fundamental objectives such as putting people first, delivering basic services, good governance, sound financial management and building institutional capabilities (CoGTA, 2014: 6). The local municipalities must put people first and encourage public participation in order to engage communities. In order to promote good governance, local municipalities must be accountable, transparent and responsive (CoGTA, 2014: 16). Regarding public participation, there must be constant community engagements and the municipalities must consult or communicate all their plans to the citizens (CoGTA, 2014: 16). The approach towards the Back to Basics principle entails that municipalities must put the needs of the people first by using public participation channels (CoGTA, 2014: 16). Moreover, ward committees must be fully functional whilst PR councillors are expected to represent the interests of the municipality or organisation as a whole.

Sound financial management entails that "all municipalities must have a functional financial management with a clear internal control" (CoGTA, 2014: 17). This includes the creation of a strong Supply Chain Management (SCM) structures and controls whilst, on the other hand, establishing anti-corruption mechanisms (CoGTA, 2014: 17). Building capable institutions and administrations serves to promote effective delivery of service and promoting high performance in the sense that municipalities are expected to enforce competency standards for managers; appoint employees with the requisite skills, expertise and qualifications; ensuring that all staff sign performance agreements; and lastly developing and implementing and Performance Management Systems (PMS) (CoGTA, 2014: 17). Moreover, these institutions must be administered and managed by dedicated and skilled personnel at all levels (CoGTA, 2014: 17). Given below is co-production, which is among the theoretical

doctrines enhancing effectiveness of service delivery at local government. Back to Basics principle is linked to co-production in the sense that both prioritise the clients and/or citizens as beneficiaries of services.

### **2.11.5 Co-Production in the context of local government**

Co-production, which originated from American authors in the 1970s and 1980s, speaks about the direct involvement of clients or citizens in production. According to Bovaird and Loeffler (2012: 1121), co-production tends to offer a different vision for public services which is built on the principles of reciprocity and mutuality. Brandsen and Pestoff (2006: 497) define co-production as “an arrangement where citizens produce their own service at least in part”. It is further defined by Bovaird and Loeffler (2012: 1121), as “the delivery of public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbour”. In the public sector context, the concept preferably focuses on the service delivery role of voluntary and community organisations (VCOs) in the provision of community services (Brandsen & Pestoff, 2006: 496). The concept of user and community co-production is defined in Bovaird and Loeffler (2012: 1121) as the “provision of services through regular, long-term relationships between professionalized service providers (in any sector) and service users or other members of the community, where all parties make substantial resource contributions” (Bovaird & Loeffler, 2012: 1121).

The emphasis regarding co-production is that the involvement of the third sector, either organisations or groups of people, transform the delivery of public services. It has been stated that in the instance where the state adopted co-production in their policy frameworks, citizens as clients or customers would receive more effective and efficient services delivered by the government officials (Brandsen & Pestoff, 2006: 496). In co-production processes, the citizens feature twice as the customers and part of service delivery system. The purpose being to ensure that the citizens become satisfied with the services provided to them and they can influence the types, volume or size of services they receive (Bovaird & Loeffler, 2012: 1122). The researcher finds co-production as a doctrine which is directly linked to effective or authentic public participation because the beneficiaries (public as clients) of service delivery are directly involved in decision making regarding the production, projects or delivery of services in their own communities.

### **2.11.6 Public Participation and the Integrated Development Plan**

The concept of authentic public participation as outlined by King, Feltey and Susel (1998: 320), can be attributed towards a meaningful, effective and quality service delivery. The concept of effective participation refers to the participation that is real and genuine whereas authentic participation entails a deeper involvement of all or everyone in the process to have an effect on the situation (King, Feltey & Susel, 1998: 320). Authentic public participation further “means that the public is part of the deliberation process from issue framing to decision making” (King, Feltey & Susel, 1998: 320). It further entails that a beneficiary must be awarded an opportunity to have an impact on the decision-making process (King, Feltey & Susel, 1998: 320). The concept of public participation refers to “the inclusion of input or dialogue from any or all stakeholders affected by a public decision, process, or project into that public effort” (Figueredo, 2005: 15). Figueredo (2005: 15) argues that the concept is interchangeably utilised with concepts like the citizen, community, stakeholder, client and it directly involves individuals personally or any affiliated organisation. However, public participation at local sphere of government cannot be defined outside the IDP of the municipalities in the sense that the IDP explicitly explains the different ways and levels of participation by the local community. As such, the following paragraphs explain the IDP and how public participation occurs at local government level with reference to the IDP itself.

The IDPs and their budgets are explicitly outlined in the MSA. In light of MSA specifically, the IDP is outlined in chapter 5 with specific reference to sections 23 to 37. As such, The IDP as a principled strategic planning instrument of the municipality, guides all planning and development as well as the decisions regarding planning, management and development in the municipality as stated in Section 35(1)(a) of the MSA. The IDP is a five-year strategic planning instrument or document which is subject for a review every year which may results in the amendment of plans if deems necessary. In addition, Africa, Magwaza and Patel (2000: 8) view the IDP as an interactive and participatory process which requires involvement of various stakeholders and it takes several months to complete. The document must be adopted by the municipal council and may be amended in light of Section 34 of the MSA. Section 25 of MSA specifically states that IDP as adopted by the municipal council, entails to link, integrate and co-ordinate the municipality’s five year plans. The IDP further “aligns the resources and capacity of the municipality with the implementation of the plan and lastly formulates policy framework and general basis on which annual budget must be based” (Africa, Magwaza & Patel, 2000: 8).

The core components of the IDP as explicitly outlined by Section 26 of the MSA include:

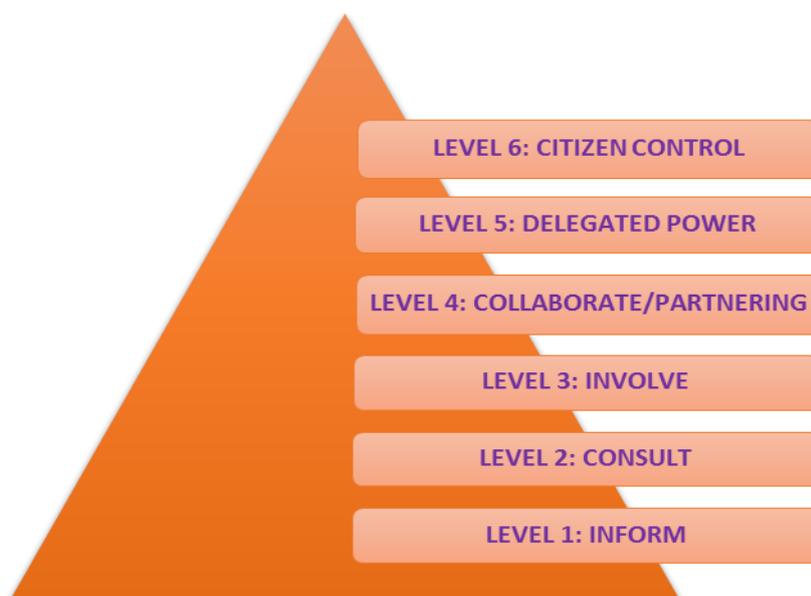
*“(a) The municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs; (b) an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services; (c) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs; (d) the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation; (e) a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality; (f) the council's operational strategies; (g) applicable disaster management plans; (h) a financial plan, which must include a budget projection for at least the next three years; and lastly (i) the key performance indicators and performance targets determined in terms of Section 41.”*

The municipal budget is explicitly outlined in terms of chapter 4 of the Municipal Finance Management Act, Act 56 of 2003 (MFMA). Section 16(a) of the MFMA states that the municipal council is responsible for the approval of annual budget for each financial year and the council should approve it before the beginning the financial year to which the budget is approved for. In addition, Section 16(b) of the MFMA states that the annual budget must be tabled by the mayor or executive mayor (sometimes by the executive committee in the absence of both) to the council within at least 90 days before the budget year begins. More importantly, the mayor coordinates the preparation process for annual budget together with the annual review of the IDP and any budget-related policies to ensure consistency, credibility and accuracy as noted by Section 21(a) of the MFMA. To ensure consistency, credibility and accuracy, this coordination must be afforded quality and sufficient time of at least 10 months before the beginning of the budget year. After the budget has been tabled, it will then be published to the local community for consultations, to submit their representations and express their views on it. These local communities are invited through the accounting officer, in consideration to chapter 4 of the MSA. When all submissions are complete then the municipal council will task the mayor to respond to the submissions and provide advices regarding the amendments or revision of the budget by the municipal council in light of those submissions. Eventually, the municipal council must approve or consider the

approval of the budget within 30 days before the budget year begins (Sections 22-24 of the MFMA).

When the IDP is drafted, the public must be consulted on its development processes so that they can contribute in drafting the IDP. Other key stakeholders like traditional authorities and business community (in promoting LED) must be also consulted for participation. For instance, the case of Borbet SA and others versus Nelson Mandela Bay Municipality (2011) serves as a milestone for meaningful public participation. As such, the Municipality was tried and tested in the court of law. The application of the case was based on the extent of the obligation on the part of the municipal council to ensure a proper public participation in its decision-making process, especially in preparation for the budget, which directly affects the beneficiaries of services (Borbet SA and others v Nelson Mandela Bay Municipality, 2011). The applicants are beneficiaries of services like electricity, water and sanitation who pay rates to the Municipality. The applicants needed a clarity concerning the municipal council's decision on 28 June 2011 to adopt a municipal budget determining rates, tariffs and surcharges on tariffs for the financial year 2011/2012 be declared to be unlawful (Borbet SA and others v Nelson Mandela Bay Municipality, 2011). They further wanted the decision to be declared unlawful in respect of the Constitution, MSA and other legislations regulating local government. They specifically referred to Section 5 of the MSA, which provides the rights and duties of the local communities to contribute to the decision-making process of the Municipality. Except Section of the 5 MSA, chapter 4 of the MSA in particular deals with participation in details.

The drafting process of the IDP is under the supervision of the mayor, executive mayor or executive committee of the municipality, subject to Section 29 of MSA. Section 36 of the MSA states that each municipality is expected to give effect to its own IDP, on both political and administrative levels, and this must be done consistently with the IDP the municipality has developed. The participation of the public does not only include the drafting of the IDP but also during the 5 years of IDP implementation. As such, this is attributable to a ladder of participation adapted from Arnstein (1969)'s international model as depicted below:

**Figure 4: Ladder of Participation adapted from Arnstein (1969)**

According to this ladder, subject to the IDP context, the citizens participate in different ways and levels. The first one is to inform, which entails that the public is provided with objective information to assist them understand the challenges they are facing in their community (Arnstein, 1969: 219). In addition, they are also informed of the IDP processes, IDP meetings, ward committees, community meetings and forums including their rights and responsibilities about any local government related matters (Arnstein, 1969: 219). Consultation as the second ladder is about inviting people's opinions through surveys and public hearings where they contribute ideas or raise their concerns. IDP meetings, in this regard, serve as platforms for consultation and collection of people's ideas and concerns (Arnstein, 1969: 219). Involvement entails that the citizens are awarded opportunity for dialogue and interaction. At this level, they begin to have some sense of influence through tokenism (Arnstein, 1969: 220).

However, collaboration, delegated power and citizen control can be grouped in one category given that they all signify a degree or level of citizens being in control. Collaboration or partnership alone entails that the public and government officials agree to share planning and decision-making responsibilities (Arnstein, 1969: 221). In this instance, the citizens are part of IDP planning and development process throughout all phases until implementation phase. Regarding delegated power, the negotiations between the citizens and municipal officials place the citizens in a dominant decision-making authority over a certain project, programme or service (Arnstein, 1969: 222). At this level, the public holds the important cards to enforce

accountability of municipal officials for service delivery (Arnstein, 1969: 222). Ultimately the citizens become in control and this can then be defined in the light of authentic public participation where they are able to direct, influence, own and control their own development programmes, projects, activities or agendas (Davids, Theron & Maphunye, 2009: 117).

Except Arnstein (1969)'s ladder of participation, various scholars engage in the concept of public participation wherein the researcher opted to utilise some of them since their explanations are within the same context. In the light of this, Wang and Wart (2007: 267) take this further by stating that public participation occurs on political and administrative levels. Wang and Wart (2007: 267) define political and administrative participation as stated below:

*“Political participation is public involvement in expressing preferences for a broad spectrum of important national, regional, or local policies, mainly during the process of selecting political representatives, campaigning, and voting. Participation in administration is public involvement in administrative process and administrative decision-making. One distinction between these two forms of participation is the time frame of involvement. Whereas participation in administration occurs on a continual basis, political participation peaks during election seasons. Another difference is their institutional focus.” Wang and Wart (2007: 267).*

In addition, Wang and Wart (2007: 267) state that participation in administration is realised at the executive level whereas on political is realised at the legislative and judicial level. A case in point with the municipalities whereby the municipal council passes by-laws via its council committees and public participation occurs through ward committee meetings and IDP meetings. As such, authentic public participation then entails that the “administrators under the municipal manager, are directly involved in decision-making processes together with the citizens who are the beneficiaries of services”. Moreover, both decision makers, usually the administrators or officials, must have a commitment, trust, open and honest discussion with the citizens (King, Feltey & Susel, 1998: 320). Therefore, citizens must be in partnership with the administrators and they need to know that their inputs shape the decision-making process. Through authentic public participation, the administrators are then compelled to move away from relying on technical and expertise models of administration toward a meaningful participatory process (King, Feltey & Susel, 1998: 321).

According to Davids, Theron and Maphunye (2009: 112), if the project beneficiaries are included in the decision-making process then they become self-reliant, assertive and empowered to be masters of their own development. It was also argued that people must direct, influence, own and control their own development programmes, agenda or projects (Davids, Theron & Maphunye, 2009: 117). Davids, Theron and Maphunye (2009: 113) listed four principles of Public Participation formulated by Manila Declaration in 1989.

*“First principle: sovereignty resides with the people, the real actors of positive change. Second principle: the legitimate role of government is to enable the people to set and pursue their own agenda. Third principle: to exercise sovereignty and assume responsibility for the development of themselves and their communities, the people must control their own resources, have access to relevant information and have the means to hold the officials of government accountable. Fourth principle: those who would assist the people with their development must recognise that it is they who are participating in support of the people’s agenda, not the reverse. The value of the outsider’s contribution will be measured in terms of the enhanced capacity of the people to determine their own future”.*

These four Public Participation principles are in line with Batho Pele Principles and contextually clarify how the “people direct, influence, own and control their own development agenda”. In the light of this, the people are in charge in the sense that they define and determine how they participate, when to participate, and how their inputs affect decision-making (Davids, Theron & Maphunye, 2009: 114). The overall idea is about determining their own future through direct contribution and involvement to shape their future. As such, following below is performance management, which importantly determines whether service delivery is effective, quality, and whether service delivery outcomes are satisfactory to the beneficiaries (Davids, Theron & Maphunye, 2009: 114-115).

### **2.11.7 Performance Management**

According Heinrich (2002: 712), performance management is the most important aspect, which promotes the provision of effective, efficient and quality services within the organisation. Performance management is defined as a “strategic approach to management, which provides leaders, managers, employees and stakeholders at various levels with a set of tools and techniques to regularly plan, monitor, periodically measure and evaluate performance of the organisation” (Heinrich, 2002: 712). According to Heinrich (2002: 712),

performance management initiatives include planning, programming and budgeting, performance-based budgeting, pay-for-performance, performance planning, total organisational performance system and management by objectives. It is stated in Heinrich (2002: 714) that policy instruments like performance management systems need adequate management in order to become effective in implementing policies.

Public sector performance management is defined by Johnsen (2005) in Askim, Johnsen & Christophersen (2008: 299) as the “design, implementation, measurement, reporting, and evaluation of performance information, with the intention to improve decision-making in administrative and political processes”. It consists of three important functions such as measurement, analysis and communication (Askim, Johnsen & Christophersen, 2008: 299). According to Ferreira and Otley (2009: 267), performance management importantly occurs based on or using the organisation’s mission, vision, objectives, strategies and plans. The other important aspects include key factors that are central to the organisation’s success such as the organisation structure and its impact on the design as well as key performance measures (Ferreira & Otley, 2009: 267). In case of the municipality, performance management focuses on the IDP since it is the municipality’ strategic document unveiling its detailed five-year plan to deliver services to the citizens of that specific municipal area of jurisdiction. Given this, every organisation must have a performance management in order to measure and evaluate the organisation’s performance.

Kloot and Martin (2000: 235) argue that performance management in government is strategically linked to overall operational performance of the organisation. However, there is an acknowledgment that in the context of local government, the emphasis is more on operational efficiency rather than effectiveness which is something to be corrected. Kloot and Martin (2000: 238) further found, in one of the research projects undertaken, that performance management at local government puts more emphasis on managerial and political accountability. Performance management also goes in-line with performance measurement, which is about measuring performance by assessing customer satisfaction or the satisfaction of beneficiaries of services (Kloot & Martin, 2000: 241). It was noted that performance measurement and management also put an emphasis on managing effectiveness of outcomes, in terms of customer satisfaction, and in specifying outcome measures during the planning process (Kloot & Martin, 2000: 245). Given below is benchmarking which is more related to performance management in the sense that it prioritises the importance of quality services provided to the citizens as clients.

### **2.11.8 Theory of benchmarking for local government**

Bovaird and Löffler (2002: 15), talk about the concept of benchmarking at local government level, which refers to an improvement process that assists organisations to understand how they perform when compared to other organisations of the same kind. Bovaird and Löffler (2002: 15) state that the aim of benchmarking is to assess and measure the quality and effectiveness of governance regarding service delivery at local level. According to Bovaird and Löffler (2002: 18), in doing so, they will be able to focus on governance issues that are not well dealt with in government such as transparency, honesty, accountability, citizen engagement, levels of trust in society; apply a multiple stakeholder framework and transcend organisational borders; and lastly by involving all important local stakeholders in the assessment by taking into account their perceptions of how well these governance issues are dealt with in their local area. This means that collective problems require collective solutions by involving multiple role players like citizens as clients, private sector and voluntary sector (Bovaird & Löffler, 2002: 16).

Benchmarking is outlined in Askim, Johnsen and Christophersen (2008: 298) as a “limited-purpose practical theory of action that, although prescriptive, is warranted by descriptive understandings”. The focus in this argument is about using benchmarking for organisational learning in order to make improvement. According to Kloot and Martin (2000: 242), benchmarking has formal and informal methods of process improvement that are popular. Kloot and Martin (2000: 242) state that formal benchmarking requires performance measurement and monitoring whereas informal benchmarking occurs in informal networks without the availability of formal indicators.

According to Ammons (2000: 108), benchmarking takes three different forms such as corporate-style benchmarking, targets as benchmarks, and Comparison of performance statistics as benchmarks. The corporate-style uses a form usually found in the private sector and it searches for best practices and further examines for details process in order to explain the greater results achieved by performance leaders (Ammons, 2000: 109). The targets as benchmarks are intended to focus on conditions of concern and to rally community efforts-including government, corporate and individual efforts toward improvement of these conditions (Ammons, 2000: 109). This form prioritises the establishment of a vision, efforts to gain broad acceptance of that vision, and solicitation of cooperation by all parties who can help reduce the gap between current conditions and those desired. Comparison of

performance statistics as benchmark occurs by comparing the performance expectations and results of one's own operations with reputable performance standards, performance norms, or the targets or results achieved by respected counterparts (Ammons, 2000: 110). In support of benchmarking, the following discussion focuses on performance monitoring based on annual report, baseline assessment and other relevant documents at Stellenbosch Municipality.

### **2.11.9 Performance monitoring as part of benchmarking**

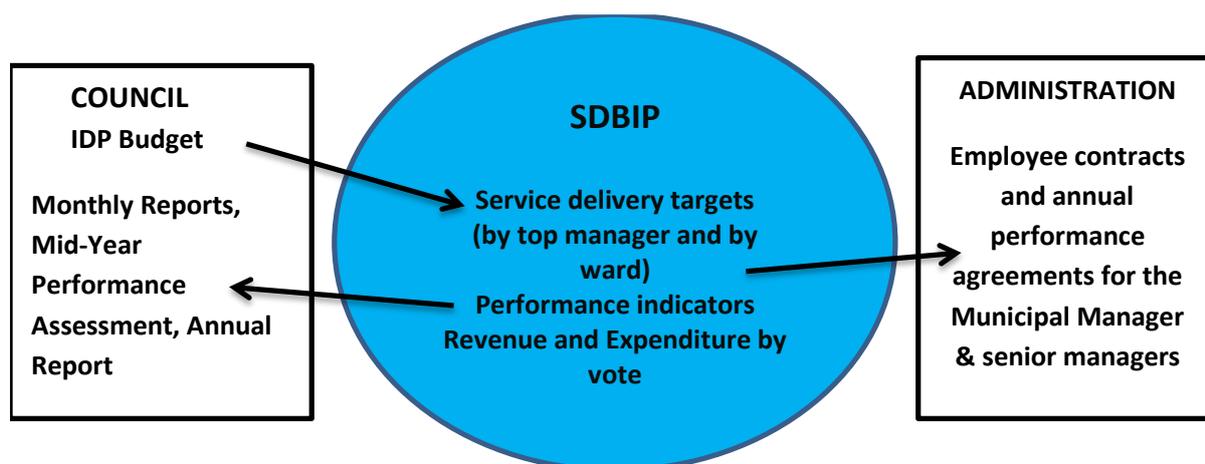
Stellenbosch Municipality's Budget Implementation and Monitoring Policy (2017: 7) sets out the principles for the preparation of the Municipality's medium-term budget implementation; ensuring that procedure is followed in terms of the Municipality's IDP implementation; and most importantly that it applies to all municipal officials and councillors involved in budget implementation. Stellenbosch Municipality's budget implementation in terms of Section 71 of the Municipal Finance Management Act, Act 56 of 2003 (MFMA) entails that the accounting officer, with the assistance of Chief Financial Officer (CFO), is responsible for budget implementation (Budget Implementation & Monitoring Policy, 2017: 26). To this effect, funds must be allocated according to the budget whereas in the other hand the expenditure and revenue must be monitored as noted in the Municipality Budget Implementation and Monitoring Policy (2017: 26).

The accounting officer with guidance from CFO must submit a monthly budget statement to the Executive Mayor and Provincial Treasury within 10 working days after the end of the monthly calendar, subject to Section 71(1) of the MFMA (Budget Implementation & Monitoring Policy, 2017: 27). According to Section 72(1)(a) of the MFMA, the accounting officer must assess the municipal performance from 25 of every January taking into account the monthly financial statements referred to in Section 71. It must be noted that Stellenbosch Municipality in-line with local government regulations, utilises the executive mayor instead of the mayor. In addition, Service Delivery and Budget Implementation Plan (SDBIP) of the Municipality adds that the monthly budget statement must reflect the accurate or actual revenues, actual expenses, actual capital expenditure, and actual borrowing compared to the budgeted expenses. The accounting officer is also responsible for submission of monthly reports to the council (Budget Implementation & Monitoring Policy, 2017: 27). Stellenbosch Municipality's SDBIP and its Budget Implementation and Monitoring Policy (2017: 27) note that the accounting officer, in terms of Section 72 of MFMA, must assess the Municipality's budgetary performance for mid-year budget by looking into the monthly budget reports and

service delivery performance of the Municipality at large. As such, the SDBIP of the Municipality is defined in accordance with MFMA Circular No. 13 as stated below:

*“The SDBIP serves as a “contract” between the administration, Council and community, expressing the goals and objectives set by Council as quantifiable outcomes that can be implemented by the administration over the next twelve months. The SDBIP provides the vital link between the mayor, Council (executive) and the administration and facilitates the process for holding management accountable for its performance. The SDBIP is a management, implementation and monitoring tool that will assist the mayor, councillors, municipal manager, senior managers and community.”*

Given below is a SDBIP contract in the form of diagram or figure displaying performance measurement in the council and administration. The figure provides the basis for measuring performance in service delivery against end of year targets and implementing the budget. As displayed by the figure, in accordance with the Municipality’s SDBIP, the performance of the council is measured in terms of IDP budget and its expenditure in meeting service delivery targets. Then the administration performance is measured in terms of employees’ contracts and their annual performance agreements for the municipal manager (accounting officer) and other senior managers within the administration. In a nutshell, the performance measurement of the council is pitched at high level (municipal level and beyond) while that of the administration is pitched at internal level whereby employees are assessed in terms of their employment performance contracts. As noted earlier, the municipal manager as the accounting officer of the Municipality and head of administration, is responsible for submission and presentation of the Municipality’s consolidated monthly reports, mid-year and annual reports to the municipal council for his/her own performance assessment. However, the Executive Mayor is compelled by Section 52(d) of the MFMA to submit quarterly report to the Council. Therefore, the accounting officer’s performance assessment depends on the quality of the work mentioned above while that of the council depends on a broader municipal performance. The diagram displaying SDBIP contract mentioned above is displayed below as follow:

**Figure 5: SDBIP Contract adapted from MFMA Circular No. 13**

MFMA Circular No. 13 merely serves to provide a guidance and assistance to municipalities in the preparation of the SDBIP as required by the MFMA. The circular provides clear and detailed information regarding the concept of SDBIP, methodology in preparation of SDBIP as well as the formats for the projection required in the SDBIP. The circular envisages the SDBIP as an “essential management, implementation and monitoring tool aiming to assist the mayor or executive mayor, councillors, the municipal manager, senior managers and the community at large”. Despite this, SDBIP entails that performance monitoring is further accompanied by the Municipality’s Internal Auditing Function which is involved in auditing the performance reports based on the organisational or departmental scorecards. As such, the municipal council is compelled by MFMA and other performance management regulations to establish an independent Audit Committee which consists of majority of members not working for the Municipality. This Audit Committee is compelled by the MFMA to produce quarterly audit reports to be submitted to the Performance Audit Committee and the Municipal Manger or the accounting officer of the Municipality.

**Table 3: Quarterly Projections for Service Delivery Targets and Performance Indicators adapted from MFMA Circular No. 13**

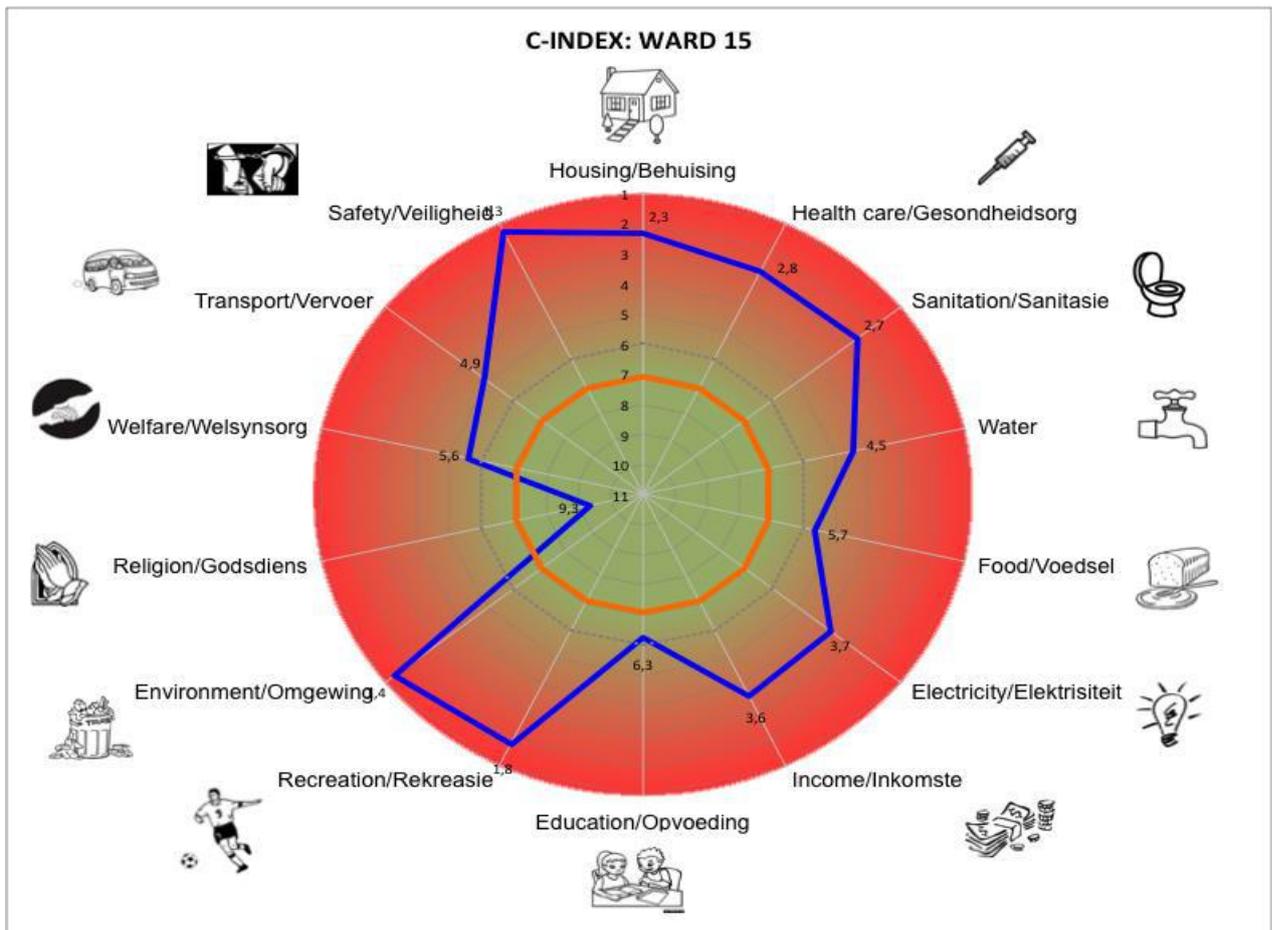
Vote/ Indicator	Unit of measurement	Annual target	Revised Target	Quarterly Targets								Explanation of Variance
				Qrt Ending 30 Sept		Qrt Ending 31 Dec		Qrt Ending 31 March		Qrt Ending 30 June		
				Proj	Act	Proj	Act	Proj	Act	Proj	Act	
<b>Department - Municipal Managers Office</b>												
Vote: Executive and Council												
Budget consultation meetings held	No. of meetings	12				2		8		2		
Produce municipal booklet	Booklet produced in Sept	1		1								
	No. of contracts signed on time	6		6								
Performance agreements and contracts signed												
General ward meetings per ward etc	No. of meetings	4		1		1		1		1		
<b>Department - Corporate Services</b>												
Vote: Finance & Administration												
Employee reward system developed	Completed in November	1				1						
Job descriptions developed for all staff etc	Completed in September	1		1								
<b>Department - Planning and Development</b>												
Vote: Planning & Development												
City plan reviewed and published	Completed in October	1				1						
Building inspections conducted etc	No. of building inspections	500		100		150		150		100		
<b>Department - Community Services</b>												
Vote: Community & Social Services												
New libraries built etc	No. of new libraries built	1				1						
<b>Department - Technical Services</b>												
Vote: Electricity												
New Electricity connections	connections	4000		1000		1000		1000		1000		
Percentage of HH that meet agreed service levels	HH achieving agreed levels / total	95%		90%		92%		94%		95%		
standards	total	100%		80%		90%		95%		100%		
	KW billed / KW used by municipality	15		20		20		17		15		
Percentage of electricity losses												
Employment through job creation schemes	No. temporary jobs created	200						100		100		
Employment through job creation schemes	No. permanent jobs created	50				25		25				
Vote: Water												
New Water connections	No. of new water connections	2000		500		500		500		500		
Percentage of water losses	KL Billed / KL used by municipality	20		35		30		25		20		
Percentage of HH that meet agreed service levels	HH achieving agreed levels / total	95%		90%		92%		94%		95%		
Percentage of HH that meet agreed service standards	HH achieving agreed stds / total	100%		80%		90%		95%		100%		
Vote: Road Transport												
km of new road for prev unserved areas etc	No. of kilometers	400		100		100		100		100		
Vote: Waster Management												
Percentage of HH with no rubbish disposal	No. of HH without / total HH	15%		20%		20%		18%		15%		
Vote: Waste Water management												
Percentage of HH with no toilet provision	No. of HH without / total HH	12%		16%		12%		12%		20%		
<b>Department - Chief Finance Officer</b>												
Vote: Finance & Administration												
Percentage of property valuations disputed	No. disputed / total No.	10%		na		na		na		na		
Percentage of creditors payments on time etc	No. Paid on Time / total No.	100%		100%		100%		100%		100%		

The table above portrays the quarterly projections for service delivery targets and their performance indicators. These quarterly projections and their indicators further serve as a way of measuring the standard of services being provided. For instance, the level and standard of electricity provision or any given service can be displayed as the percentage of households (HH) that meet agreed service levels and the percentage of households that meet agreed service standards (MFMA Circular No 13, 2005: 9). To this end, distinguishing between a specific service delivery target and the current standard of that specific service being provided will help to know whether there is a gap, underperformance, betterment or

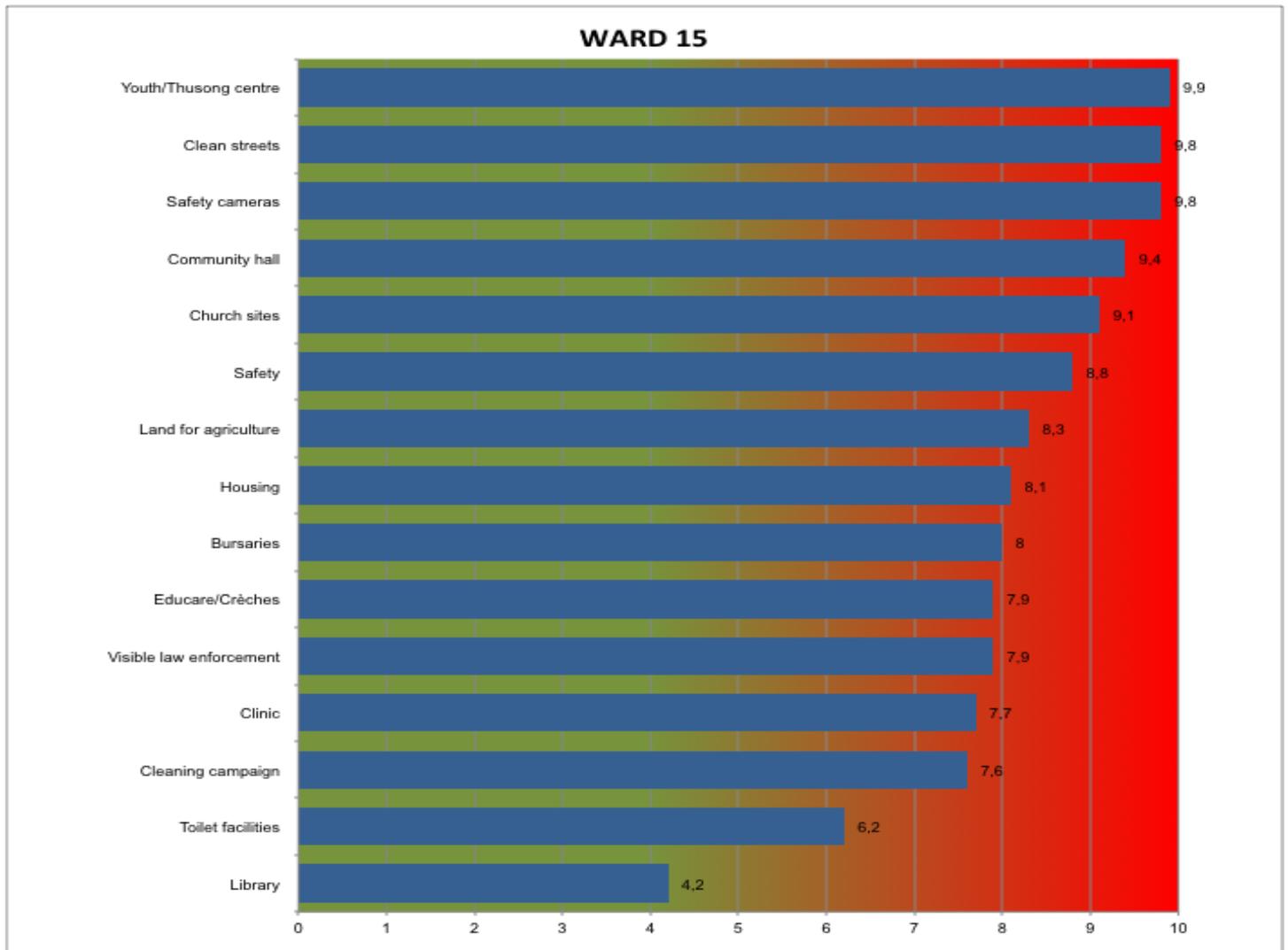
progress. This information is also necessary to support or promote effective management and accountability (MFMA Circular No 13, 2005: 9).

According to Stellenbosch Municipality Baseline Assessment (2015: 5), the Priority Index (P-Index) which is the community basic needs assessment technique was “developed to elevate public participation to a level beyond current practices of ward and community meetings which lends itself to political manipulation on the one side, and/or public ignorance on the other side”. P-Index utilised a scientifically proven and transparent principles to yield unfiltered information to feed the composite body of knowledge and municipal decision makers (Stellenbosch Municipality Baseline Assessment (2015: 5). Another technique called the Community Index (C-Index) was also developed as a baseline assessment measurement reflecting the general graphical state of the community. This technique was mostly utilised as a point of departure to monitor the success or failure of service delivery and community projects (Stellenbosch Municipality Baseline Assessment (2015: 6). In the light of the above, the pie chart depicting the outcomes of data collected through the C-Index which was preferably utilised as a baseline assessment in order to monitor service delivery at ward 15 in Kayamandi is provided below.

**Figure 6: C-Index: Adapted from Stellenbosch Municipality Baseline Assessment (2015)**



In addition to the C-Index figure provided above in the form of Pie chart, the P-Index, on the other hand, entails to present the list of service delivery priorities within ward 15 of Stellenbosch Municipality. The P-Index presents service delivery priorities starting from the highest to the lowest as shown below.

**Table 4: P-Index: Adapted from Stellenbosch Municipality Baseline Assessment (2015)**

Both P-Index and C-Index were utilised to collect data in all 22 wards of Stellenbosch Municipality, including those in Kayamandi namely, ward 12, 13, 14 and 15 although the current specific study focuses on ward 15. Moreover, these indexes focused on overall basic needs assessments whereas the current study focuses on water supply only. Both indexes are necessary to bring local people face-to-face with one another for open dialogue about their community needs in a neutral setting under the guidance of a neutral facilitator (Stellenbosch Municipality Baseline Assessment, 2015: 9). The municipal officials were trained as facilitators and assistant facilitators to facilitate throughout these processes (Stellenbosch Municipality Baseline Assessment, 2015: 9). The two indexes demonstrate that public participation was elevated to a level beyond the current practices of ward committees and community meetings. However, the question as to whether this crucial information (collected data) has resulted into effective and quality service delivery remains

unclear at this point. As such, the 2016/17 Stellenbosch Municipality's Draft Annual Report entails to provide a light regarding the overall municipal performance in respect of the service delivery needs identified through the indexes. However, the focus is on water supply as the selected service delivery within the Municipality as per the following discussion.

In respect of the Stellenbosch Municipality's 2016/17 draft Annual Report (2017: 165), the Municipality supplies water to its inhabitants through five water supply systems, namely; Stellenbosch (Jonkershoek and Theewaterskloof tunnel); Franschhoek, Wemmershoek (treated water imported from the City of Cape Town); Blackheath (treated water imported from the City of Cape Town); and lastly the Faure (treated water imported from the City of Cape Town) (Stellenbosch Municipality Draft Annual Report, 2017: 165). The Stellenbosch Municipality on its own "administers three water treatment works, namely: Ida's Valley, Paradyskloof and Franschhoek whereas the rest of supply is borrowed through the sources mentioned above" (Stellenbosch Municipality Draft Annual Report, 2017: 165). The Draft Annual Report of Stellenbosch Municipality (2017: 166), states below how the Municipality supplies portable water to its inhabitants:

*"Stellenbosch Municipality supplies potable water to the entire municipal area through a network and infrastructure consisting of 56 reservoirs / holding tanks and water towers, 36 water pump stations, 35 pressure reducing valve installations, 667 kilometres of pipeline and 79 water supply zones. The network is fully controlled and operated by a telemetry system. The bulk water input into the water network for 2016/17 was 12 487 ML, with an annual average daily demand of 34 211 Kl. 36% of the water supplied is purified from own water sources at the Ida's Valley and Franschhoek water treatment plants. The balance is supplied by the City of Cape Town and the Paradyskloof water treatment plant, where raw water supplied by the Department of Water and Sanitation is purified".*

Due to severe droughts affecting Western Cape province in the recent years, Stellenbosch Municipality has taken a decision to impose water restrictions on its inhabitants with level 3 water restrictions, including fines for transgressions of these water restrictions (Stellenbosch Municipality Draft Annual Report, 2017: 169). The Municipality has embarked on a strategy for water saving and minimising water losses through water leak repair programmes. In support of this decision, the Municipality has further drawn up a Drought Response Plan and Drought Management Plan. The drought Management Plan in particular serves as an

“organisational tool to be used for planning, decision-making and guiding the implementation of a pro-active drought response as mitigation against the effects of the drought” (Stellenbosch Municipality Draft Annual Report, 2017: 169). The plan includes preventive measures and emergency responses while, on the other hand, it aims to provide the municipal officials involved in water service with guidance regarding any decision or actions entailing reduce the impacts of drought (Stellenbosch Municipality Draft Annual Report, 2017: 169). Given below is the table illustrating various water supply levels per households starting from 2013/14 until 2016/17 financial year.

**Table 5: Depiction of different water service delivery levels per households adapted from Stellenbosch Municipality Draft Annual Report (2017)**

Description	2013/14	2014/15	2015/16	2016/17
Household				
<b>Water: (above minimum level)</b>				
Piped water inside dwelling	18 946	31437	37902	37989**
Piped water inside yard (but not in dwelling)	Not applicable	3517	3596	3596
Using public tap (within 200m from dwelling )	14 903	6231	8491	9238
Other water supply (within 200m)	Not applicable	Not applicable	Not applicable	Not applicable
<i>Minimum Service Level and Above Sub-Total</i>	33 849	41185	49989	50823
<i>Minimum Service Level and Above Percentage</i>	99.63	94.85	99.75	99.75
<b>Water: (below minimum level)</b>				
Using public tap (more than 200m from dwelling)	Not applicable	Not applicable	Not applicable	Not applicable

The Municipality’s plans and strategy to conserve water mentioned earlier have yielded better results. This is evident according to the Municipality’s achievement of certification during the last official Blue Drop certification recorded in 2009. The Municipality has “achieved these certifications for all four of its five water supply systems mentioned earlier with a total Blue Drop score of 95%” (Stellenbosch Municipality Draft Annual Report, 2017: 169). The Municipality further attained a platinum award for the Stellenbosch Water Supply System for achieving Blue Drop accreditation three times since its inception (Stellenbosch Municipality Draft Annual Report, 2017: 169). This recorded information is an indication of how the Municipality has effectively excelled in the area of the water supply. However, the current study endeavours to probe whether the provision of water service, in the light of these achievements, is positively felt by the recipients of the water supplied by Stellenbosch Municipality and whether the water supply is equally distributed among all inhabitants, especially in Kayamandi Township as compared to Rozendal Suburb.

Given below is the discussion concerning Service Delivery Improvement Programme (SDIP).

#### **2.11.10 Service Delivery Improvement Programme**

The Service Delivery Improvement Programme (SDIP) is a strategic plan which focuses more on the strategies that embody Batho Pele Principles and improve service delivery (Nel, 2006: 107). In the context of local government, SDIP is linked to the municipalities' IDP and can be incorporated into the municipalities' action plans and strategic objectives (DPSA, 2013: 17). According to DPSA (2013: 17), the main objective of SDIPs is to “ensure effective and efficient service delivery by making a new, transformed Public Service better, faster and more responsive to the needs of the people”. Neil (2006: 107) adds that SDIP serves to facilitate service delivery according to measurable standards and seeks to make sure that the recipients of services are treated as customers. A SDIP importantly entails to “improve the nature or quality of the actual service being provided and to improve the manner in which the service is delivered, that is, caring, friendly and compassionate” (DPSA, 2013: 17).

Service delivery, however, can be improved by service delivery improvement tools, namely; service delivery review; process analysis and betterment; benchmarking; performance management; training, learning and knowledge management; empowerment; diligent complaints management; and lastly information management (Nel, 2006: 108). Nel (2006: 109) has noted another important service delivery improvement tool which includes training, learning and knowledge management. According to DPSA (2013: 19), every relevant department or municipality in particular is expected to develop SDIPs “with clear standards, responsibilities and time frames, to address the issues and inefficiencies and improve service delivery to end-users”. As such, each SDIP seeks to have a plan which has a clear service vision and clearly identifies the beneficiaries of those services (DPSA (2013: 19)). Given above, the municipalities' SDIPs must be in-line with the IDPs and must be constantly updated to review the areas of improvement within the IDP.

#### **2.11.11 Local Government Turnaround Strategy**

According to the Department of Cooperative Governance and Traditional Affairs (CoGTA) (2009: 3), Local Government Turnaround Strategy (LGTAS) points out that local government is a key part of the reconstruction and development in SA. As such, LGTAS refers to “a country-wide intervention, with strong emphasis on improving performance, monitoring,

governance, and accountability” (CoGTA, 2009: 3). According to Mathane (2013: 49), the fundamental aim of LGTAS is to “ensure that all municipalities and their communities effectively deal with the root causes undermining South African municipalities and to restore good performance and delivery of quality services”. The root causes mentioned above are listed from CoGTA (2009: 3) as policy and legislative factors; political factors; weaknesses in the accountability systems; capacity and skills constraints; weak intergovernmental support and oversight. One can note that the aim of LGTAS, as stated above, is in line with the overall objectives of the South African Local Government Association (SALGA) which shall be discussed afterwards.

LGTAS commits to address service delivery dissatisfaction from municipalities’ beneficiaries whereas on the other hand it also strives to improve financial and administrative performance of the South African municipalities (Mathane, 2013: 49). It has been noted that since South African municipalities have different challenges that are relevant to their own context, they are expected to develop their own specific Local Government Turnaround Strategies that are known as Municipal Turnaround Strategies (MTAS) (CoGTA, 2009: 43 & Mathane, 2013: 49). These Municipal Turnaround Strategies are meant to explicitly outline key objectives and priorities of the municipality’s IDP (Mathane, 2013: 50). It must be noted LGTAS importantly seeks to turn around the struggling municipalities and those that have evidence of failure to make them delivery effective and efficient services (CoGTA, 2009: 4).

According to CoGTA (2009:19), the LGTAS strives to achieve five strategic objectives such as: to ensure that municipalities meet the basic service needs of communities; build clean, effective, efficient, responsive and accountable local government; improve performance and professionalism in municipalities; improve national and provincial policy, oversight and support; and lastly to strengthen partnerships between local government, communities and civil society. These strategic objectives were seen as the “key drivers to rebuild and improve the basic requirements for a functional, responsive, effective, efficient, and accountable developmental local government” (CoGTA, 2009: 19). In the light of this, LGTAS advocates not only the achievement of Developmental Local Government but also the Local Economic Development by aiming to grow South Africa’s economy inclusively. The establishment of a country’s developmental level is grounded in the vision of SA in all spheres of government to advance social justice, economic growth and development (CoGTA, 2009: 18-19). As indicated earlier, LGTAS’s aims and objectives are in line with the strategic objectives of SALGA which shall be discussed below.

### **2.11.12 South African Local Government Association**

South African Local Government Association (SALGA) refers to an independent association of all South African local governments, consisting of national association and provincial offices (SALGA Constitution, 2012). SALGA membership is non-compulsory and the association only accounts to its registered members in terms of its Constitution as well as framework regulating its structures. According to SALGA Constitution, the objectives and strategic roles of the association are “to represent, promote and protect the interests of local government within the whole system of government and support its members to fulfil their responsibilities and most importantly their developmental obligations at local government”. In addition to this, SALGA serves as a government’s crucial partner which is anticipated to be an active participant in the Intergovernmental Relations (IGR) system, in order to, not only represent local government interests but also to provide solutions to the problems facing local government (SALGA Constitution, 2012). The association thus promotes unity, cooperation and provides common policy positions on various issues at local sphere of government (SALGA Constitution, 2012). SALGA can be linked or given provision to the Constitution of the Republic in terms of Section 163 which is about organised local government. Section 163(a) states that an “Act of Parliament enacted in accordance with the procedure established by Section 76 must provide for the recognition of national and provincial organisations representing municipalities. SALGA is covered in the sense that it plays a prominent role in organising local government together to achieve a mutual goal”.

According to SALGA Constitution, the association has envisaged its mandate to support local government transformation in a multifaceted setting which is characterised by diverse membership of municipalities across the country. According to SALGA Strategic and Annual Plan (2017: 15), the association’s vision is to “become an association of municipalities that is championing the delivery of quality and sustainable services”. The association’s mission is “sought to be consultative, informed, mandated, credible and accountable to its membership and to provide value for money whilst its values entail to be responsive, innovative, dynamic and striving for excellence” (SALGA Strategic and Annual Plan, 2017: 15). SALGA Strategic and Annual Plan (2017: 16) clearly notes that SALGA has a legislative mandate derived from variety of legislations regulating local government such as Organised Local Government Act; Municipal Structures Act; Municipal Systems Act; Intergovernmental Fiscal Relations Act; Municipal Finance Management Act; Inter-governmental Relations Framework Act; Municipal Demarcation Act and others, including but not limited to the

Constitution of the Republic of South Africa. These pieces of legislations together strengthen, regulate and advocate for the delivery of quality and best possible services at local government.

## **2.12 Summary of literature and theoretical underpinning**

This chapter has provided an overall perspective on literature and various theoretical underpinnings to enhance effective service delivery at local government. The discussion on the literature and theoretical underpinning is attributable to the study's objectives that are explored at a theoretical level. The above-mentioned objectives of the study entailed to: evaluate the effectiveness of water service at Stellenbosch Municipality, with reference to Kayamandi and Rozendal residential areas; to look into performance management systems meant to evaluate the delivery of water service at Stellenbosch Municipality; and lastly to do a comparative analysis regarding the delivery of water service using data collected from households in the selected areas.

The literature dwelled much on the significance, roles, structure and function of local sphere of government as bestowed by the Constitution and other legislations governing local government. The notion of local government being the strategic and closest sphere of government to the populace, is supported by Van der Waldt (2014: 3), who recognises it as a distinct sphere of government that serves the communities more directly than national and provincial spheres due to its closeness to the people. It carries out the fundamental mandate of government to achieve the objectives of Developmental Local Government and Local Economic Development as thoroughly explained in the White Paper on Local Government. In order for municipalities to provide effective and quality services, DLG requires them to be strategic, innovative and visionary in their way of providing services to the citizens. LED, which is about boosting local economy, serves as a facilitator or enabler to smooth economic activities (Van der Waldt, 2014: 53). This entails that municipalities must have objectives of DLG and LED featuring in their Integrated Development Plans (IDPs). Moreover, the roles and powers of local government are provided by the Constitution and various legislations governing local government.

The chapter further discussed various theories in literature that provide a conceptual and theoretical overview on enhancing the delivery of effective and quality services at local government such as ethical leadership, Batho Pele Principles, Back to Basics, Co-production, Performance Management, authentic public participation, Service Delivery Improvement

Programme, Benchmarking and SALGA. They are linked to each other and highlight the importance of participation by various role players in enhancing the delivery of quality services. In light of this, it was noted from DuBrin (2013: 142) that ethical leadership and principles of leadership underpin the nature of good governance, while on the other hand, Brown and Treviño (2006: 597) argue that ethical leaders are perceived to be willing to go the extra mile in order to perform their duties well and prioritise performance and productivity. This is supported by Batho Pele Principles that strive for excellence in service delivery and Back to Basics whereby the provision of basic services is prioritised. Authentic public participation persuades the municipalities, taking into account performance management systems, to provide quality and best possible services to the people.

## CHAPTER 3

### LEGISLATIVE FRAMEWORKS ON LOCAL GOVERNMENT

#### 3.1 Background

Every country across the world has a Constitution and number of legislations or laws governing people within its territorial borders. According to Kleyn and Viljoen (2010: 39), there are various sources of law, among them being the constitution of any country, institution or organisation of some sort. In light of Section 1 of the Constitution, South Africa is a sovereign state with its own Constitution and legislations as sources of law governing its people. In addition, Section 2 of the Constitution reaffirms the supremacy of the Constitution by stating that it is the “supreme law of the Republic; law or conduct inconsistent with it is invalid, and the obligation imposed by it must be fulfilled”. The constitutional supremacy and consistency apply to all available legislations, acts, laws, by-laws, policies, bills, white papers and green papers across all spheres of government, public and private sectors and the country in general (Kleyn & Viljoen, 2010: 39).

As has been indicated, the SA government is divided into three spheres of government namely, national, provincial and local government as outlined by Section 40 of the Constitution. Local government as one of the three spheres of government has its own set of legislations enacted to regulate it and provide a sense of uniformity among the municipalities in all categories across the country. The legislations governing local sphere of government are relevant within the local context. However, SA operates within a notion of people centred framework and all these pieces of legislations, acts, laws, by-laws and policies strive to achieve the socio-economic development of the inhabitants, particularly the poor and previously disadvantaged groups who lived and still live in the rural areas, farms, townships or urban informal settlements. Thus the 1998 White Paper on Local Government sets out an ideal municipality and acknowledges the challenges facing local sphere of government. The pieces of legislations governing local government explicitly outline the roles, functions and responsibilities of each category of the municipality (category A, B and C) such as district, metropolitan and local municipalities, and how they collaborate with one another. The legislative frameworks mentioned above include:

- Constitution of the Republic of South Africa, Act 108 of 1996;
- White Paper on Local Government, 1998;

- Municipal Systems Act, Act 32 of 2000 (MSA);
- Municipal Structures Act, Act 117 of 1998; (Structures Act)
- Municipal Finance Management Act, Act 56 of 2003 (MFMA);
- Municipal Demarcation Act, Act 27 of 1998;
- Intergovernmental Fiscal Relations Act, Act 97 of 1997 (IFRA);
- Municipal Property Rates Act, Act 6 of 2004 (MPRA).

### **3.2 Constitution of the Republic of South Africa**

The South African law in general has originated from the Roman-Dutch law which was utilised during colonialism since the arrival of the Europeans and missionaries some centuries ago (Lenel, 2002: 11). The English law was also introduced and played a fundamental role in shaping the South African law (Lenel, 2002: 11). Despite the introduction of English law, Roman-Dutch law remained the main source of law where a number of constitutions, including series of legislations were enacted. The first Constitution was the South African Act of 1910. The second Constitution was enacted in 1961 when South Africa was declared a 'Republic' and the third one in 1983, both enacted during apartheid era under National Party (NP) government. Then the fourth Constitution was enacted in 1993 as the Interim Constitution which repealed apartheid laws and facilitated the process of transition to democracy. The Interim Constitution was then finalised through the adoption of a new democratic Constitution of the Republic of South Africa, Act 108 of 1996. This democratic Constitution provides for three spheres of government namely; national, provincial and local government, as outlined below.

Sections 40 and 41 of the Constitution states that these three spheres of government are distinctive, interdependent and interrelated, and cooperate with one another in mutual trust and good faith. Section 41 of the Constitution specifically states that "these spheres of government cooperate together and clearly understand each other's functionality and each one is not supposed to encroach on the geographical and institutional integrity of government in another sphere". In addition, each sphere must respect constitutional status, powers and functions of government in another sphere as specified by Section 41 of the Constitution. However, the discussion around the Constitution only dwells on local sphere of government as outlined hereafter.

The Constitution provides the roles, powers and structures of municipalities at local sphere of government, including the process of councillors election in all categories of municipalities

as explicitly outlined by chapter 7 of the Constitution. This means that, in the light of Section 2 of the Constitution, legislations governing local government are directly linked to chapter 7 of the Constitution, taking into account that it is the chapter specifically dealing with local sphere of government. In addition, Ndudula (2013: 29) argues that sections 151–156 of the Constitution outline the detailed legislative and executive functions of local government. Given this, the objectives of local sphere of government are set out in Section 152(1) of the Constitution to: (a) provide democratic and accountable government for local communities; (b) ensure the provision of service to communities in a sustainable manner; (c) promote social and economic development; (d) promote a safe and healthy environment.

Subject to Section 152(1) of the Constitution, the municipalities must strive within their financial and administrative capacity to attain the objectives mentioned above. On the other hand, Section 153 of the Constitution particularly focuses on developmental duties of municipalities like structuring and managing municipal budget and planning processes in order to prioritise service delivery to the communities (Ndudula, 2013: 29). In respect of the powers of the municipality, Section 156 of the Constitution entails that the “municipality has the executive authority to govern local government matters and also administer by-laws for the effective administration”. The election of municipal councillors and their membership as well in the term of office is explicitly articulated in sections 157–159 of the Constitution. However, the election of municipal councillors bears no full discussion as it was explicitly outlined in chapter 2 of the study, which serves as the literature review. It must further be noted that powers and function of the municipalities, including the process of electing councillors vested in the Structures Act and MSA, are in line with the Constitution, particularly sections mentioned above. Following the Constitution is the White on Local Government, 1998, which serves as the founding guideline for the achievement of DLG) and LED.

### **3.3 The White Paper on Local Government**

The White Paper on Local Government, 1998, is a fundamental guideline outlining how the DLG and LED can be achieved. Local government envisaged to become developmental in nature as noted from the DLG definition which describes it as a “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (White Paper on Local Government, 1998). This means that the municipalities must work together

with local communities and various stakeholders with a purpose of achieving not only the objectives of DLG but also that of the LED. Moreover, the developmental role of municipalities requires them to structure and manage their administrations, budgeting and planning processes to prioritise the basic needs of the community. LED serves as a platform for job creation and boosting of the local economy. The key starting point to achieve LED is to “provide good quality cost-effective services and making the local areas pleasant place to work at and live in” (White Paper on Local Government, 1998). In the light of this, the existing policies at local government must then be reviewed in such a way that they pave ways for the local economy to boom, while also ensuring the provision of quality services (White Paper on Local Government, 1998).

The White Paper on Local Government entails that there are three interrelated approaches or tools that can assist municipalities to become more developmental such as the Integrated Development Planning (IDP), budgeting, performance management, and lastly working together with local citizens and other key partners. The White Paper on Local Government can further be seen as a key policy framework which provided guidelines and direction during the establishment of various legislations, particularly the legislations governing local government. These legislations generally support the principles adopted in the White Paper on Local Government. The White Paper on local government further acknowledges the challenges that are facing local government in general, particularly the fragmented spatial planning across South African municipalities. To overcome these challenges, it, however, cultivates the ideal municipalities that are envisioned to become developmental and promote the principles of good governance. Given below is the discussion around legislations governing local government and how these legislations compel municipalities to provide effective and quality services in an equal, sustainable and equitable manner.

### **3.4 The Municipal Systems Act**

The MSA sets out the internal systems of the municipalities that enable the municipalities to operate in such a way that they progressively move towards the realisation of social and economic upliftment of local communities. The MSA further “sets out clear requirements for public administration, participation, performance management, tax and debt collection, and service delivery”. It also determines roles of national and provincial spheres of government in setting standards for local government. The MSA outlines the detailed responsibility of the municipality’s accounting officer or the municipal manager who then contemplates the roles

and function of the mayor. This includes the formation and development of an effective, economic and accountable administration. The implementation of municipal Integrated Development Plan (IDP) and management of the entire municipal administration are at the core of the MSA. In short, the MSA deals with the principles and procedures that guide the citizens to serve in structures created by the Structures Act. As such, the MSA seeks to achieve the following objectives:

*“To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all; to define the legal nature of a municipality as including the local community within the municipal area; working in partnership with the municipality's political and administrative structures; to provide for the manner in which municipal powers and functions are exercised and performed; to provide for community participation; to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government; to provide a framework for local public administration and human resource development; to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts...”*

The MSA, subject to its objectives mentioned above, focuses on Section 152 of the Constitution which outlines the objectives of local government entailing to: provide democratic and accountable government for local communities; to ensure the provision of services in a sustained manner; to promote social and economic development; to promote safe and healthy environment, and lastly to encourage the involvement of communities and community organisations in matters of local government. The MSA is followed by the Municipal Structures Act, which provides the formation of the municipalities at local government with their functions, powers and structures as stated below. It must be noted that the two legislations governing local government are closely linked to one another.

### **3.5 The Municipal Structures Act**

The Structures Act provides the establishment of municipalities in SA and the division of powers and functions based on local, district and metropolitan municipalities. This Act deals with the structures of the municipalities, which involves classifying them, including their internal structures and functioning. It must be taken into consideration that the municipalities are structured in such a way that they become responsive to community needs and enable community participation in government. The Act further clarifies the status of municipalities and provides the framework for the establishment of municipalities in accordance with the requirements and criteria relating to categories and types of municipalities. It also regulates structures, roles and responsibilities of municipal office bearers such as the accounting officer of the municipality, his/her administration and municipal council. Section 19(1) of the Structures Act states that municipal council must strive with its capacity to achieve the objectives set out in sections 152 and 153 of the Constitution. The objectives of the Structures Act are as follows:

*“Provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality; to establish criteria for determining the category of municipality to be established in an area; to define the types of municipality that may be established within each category; to provide for an appropriate division of functions and powers between categories of municipality; to regulate the internal systems, structures and office-bearers of municipalities; to provide for appropriate electoral systems; and to provide for matters in connection therewith”.*

The Structures Act thus makes a provision for political figures or councillors who are elected by the citizens to represent them or serve their interests. The Structures Act further strives to increase public involvement by creating structures such as ward committees that enable the citizens to directly contribute or partake in the advocacy of their interests. The Act advocates the stipulation in Section 153 of the Constitution that says that the municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic need of the community, and to promote social and economic development of the community. As per the Structures Act, the municipalities are expected not only to be developmental but also to structure their own administration and governance in a manner that leads to the satisfaction of socio-economic development needs of the communities. The municipalities in the local sphere of government have their own financial affairs that are regulated through specific legislation governing local government, which shall be discussed below.

### **3.6 Municipal Finance Management Act**

The MFMA sets out to secure a sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government. The objectives of MFMA thus entail not only to ensure sound and sustainable management of the municipalities' financial affairs but also to establish treasury norms and standards for the local sphere of government. The proper financial management mentioned above is essential to improve service delivery and sustain municipal services into the future. In essence, the Act aims to regulate all matters related to municipal budget, expenditures, revenues and flow of capital, and also holds accountable anyone responsible for these financial affairs or matters. The Act is specifically or directly linked to what Section 152 of the Constitution says, among the objectives of local government, that "municipalities must strive within its financial and administrative capacity to achieve the objectives of local government" as reiterated by the MSA including the Structures Act. The following paragraphs discuss certain fundamental sections of the Act, with the following ones outlining the municipal budget as entrusted by the Constitution as the supreme law of the land.

The municipal budget, which is outlined in terms of chapter 4 of the MFMA, is a fundamental basis of the municipality in the sense that every municipality needs a budget in order to provide services and run its operations. The municipal budget is allocated by the provincial government while a portion of it is generated through the municipality's own revenue systems or sources in the form of user charge, surcharge, rates or tariffs, grants, fines and so forth in respect of Section 64 of the MFMA and Section 75(a) of the MSA. This revenue collection is done through the provision of services like water, sanitation, electricity and refuse removal and other various financial obligations to municipalities including the traffic fines and rental housing payments. The collection of revenue is supported by the MPRA which explicitly explains how the municipalities in SA are able to accumulate revenue through properties within their own areas of jurisdiction. The MPRA which is about levying rates on rateable property among others shall be expounded on later.

Thus Section 64(1) of the MFMA states that the accounting officer is responsible for the management of municipal revenue which is generated through these sources of revenue. Section 97 of the MFMA specifically holds the accounting officer accountable to ensure that the municipality has effective revenue collection systems; all revenue due to the entity is collected; funds collected by the entity on behalf of the municipality must be transferred to

municipality in accordance with the agreement between the two parties (the municipality and the entity tasked or contracted to collect revenue on behalf of the municipality in question); revenue due to the entity is calculated on a monthly basis; accounts for service charges are prepared on a monthly basis; the municipal entity has and maintains a system of internal control in respect of debtors and revenue.

It is the responsibility of the municipal council to approve the annual budget for each financial year and the council should approve it before the beginning of the financial year to which the budget is approved for as stated by Section 16(a) of the MFMA. According to Section 16(b) of the MFMA, this annual budget must be tabled by the mayor or executive mayor to the council within at least 90 days before the budget year begins. The mayor further “coordinates the preparation process for the annual budget together with the annual review of the IDP and any budget related policies to ensure consistency and credibility” as noted by Section 21(a) of the MFMA. Section 52 of the MFMA allocates responsibilities to the mayor or executive mayor such as political guidance on the municipal fiscal and financial affairs, and submit a report to the council on budget implementation. Then the local communities are invited for consultations, and to submit their representations and express their views on the budget. When all submissions are complete then the mayor is tasked to respond to them in order for the municipal council to revise the budget in terms of those submissions and finally approve it within 30 days before the budget year (Sections 22-23 of the MFMA).

Section 61 of the MFMA furthermore states that the accounting officer of the municipality is a key manager of municipality’s financial affairs and he/she must act with honesty and integrity in the best interest of the municipality. This entails that he/she be responsible for budget preparation and implementation, management of municipal revenues and expenditures, financial administration; assets management and flow of capital in the municipality (Sections 63, 64 and 65 of the MFMA). Other managers and directors within various departments in the municipality are also held accountable for financial affairs within their own specific departments. This management of financial affairs in the municipality does not only occur in terms of the MFMA but also takes into account the IDP which provides a direction of what needs to be done every financial year and how much is to be spent for that. The accounting officer and other municipal managers within the departments or units, including their administrators must be guided by ethical principles including the principles of good governance. Moreover, they must follow the municipal code of conduct when dealing with the financial affairs of the municipality. Given below is the discussion around the

legislation governing intergovernmental process relating to budget allocation among the three spheres of government.

### **3.7 Intergovernmental Fiscal Relations Act**

The Intergovernmental Fiscal Relations Act sets out the process for the division and allocation of nationally raised revenues between the three spheres of government. The objectives of the Act are to “promote co-operation between the national, provincial and local spheres of government on fiscal, budgetary and financial matters; to prescribe a process for the determination of an equitable sharing and allocation of revenue raised nationally; and to provide for matters in connection therewith”. Except the promotion of mutual co-operation between the spheres of government, the Act deals with main specific aspects such as the Budget Council (BC), Local Government Budget Forum (LGBF), process of revenue sharing and the Division of Revenue Bill. However, sections 3 and 4 of the IFRA state that the budget council is a body consisting of only national and provincial governments headed by the Minister of Finance and the provincial Member of Executive Committee (MEC) of Finance dealing with any fiscal, budgetary or financial matter and proposed legislation or policy affecting the provincial government. In contrast, Local Government Budget Forum in particular is a body consisting of national, provincial and organised local government to specifically deal with any fiscal, budgetary or financial matter and proposed legislation or policy affecting the local sphere of government (Section 6 of the IFRA).

The process of division, allocation or sharing of revenue among spheres of government is subject to Section 214(1)(a) of the Constitution which ensures an equitable division of revenue raised nationally among the national, provincial and local spheres of government. In addition, the three spheres of government must, subject to Section 215(1) of the Constitution, have a budget that promotes transparency, accountability and the effective financial management of the economy, debt and public sector. These budgets must be tabled from the same revenue allocated in terms of Section 214(1) of the Constitution, including but not limited to the revenue generated by each sphere on its own starting from provincial to local level. For instance, since provinces and municipalities are able to generate extra revenue outside the one allocated from national government then they are entitled to table their budget taking this matter into considerations. That is precisely why provincial and municipal budgets are always unequal.

The IFRA also “establishes the process of intergovernmental consultation in enacting the Division of Revenue Bill”. Section 10(1) of the IFRA states that during every annual budget, the Division of Revenue Bill, is introduced by the Minister of Finance in the National Assembly (NA) for the financial year to which the budget relates. The function of the Bill, subject to sections 3 and 6 of the IFRA, is to share revenue among the provinces and local government’s municipalities taking into account various factors affecting these revenue processes. This intergovernmental approach often depends on well-coordinated policy, planning, budgeting, implementation and reporting. As such, the discussion below focuses on the legislation dealing with the municipal borders, boundaries or areas of jurisdiction across the RSA. These borders are crucial for every municipality to determine where its areas of jurisdiction for service delivery end.

### **3.8 The Municipal Demarcation Act**

The Municipal Demarcation Act importantly strives to provide for criteria and procedures for the determination of the municipal borders, boundaries or areas of jurisdiction within the territory of the RSA by the appointed municipal demarcation board. The municipal demarcation board serves as an independent authority or board which is not only responsible for the determination of the municipal boundaries but also to provide for any related matters or matters connected thereto. According to Section 3 of the Act, the municipal demarcation board, as an independent body, consists of juristic persons who must perform their function without fear, favour or prejudice. The function of the municipal demarcation board, subject to Section 4 of the Municipal Demarcation Act, is to determine the municipal boundaries in accordance with the Act itself and other legislations enacted in terms of Chapter 7 of the Constitution and to render an advisory service in respect of matters provided for in this Act and other appropriate legislation when so requested.

Section 21(1)(a) of the Municipal Demarcation Act states that the municipal demarcation board determines the municipal boundaries within the territory of the Republic and can also reset the boundaries determined in light of paragraph (a) of Section 21(1). The objectives of the demarcation as outlined by Section 24 of the Act are to ensure that the municipality fulfils its constitutional obligations such as the provision of democratic and accountable government, promotion of social and economic development, and a safe and healthy environment for the local communities. The Act further strives for effective local governance together with an integrated development. Section 25 of the Municipal Demarcation Act takes

into account the importance of considering the independence of people, communities and economies by the demarcation board. It further takes into account factors such as the need for integrated and unfragmented areas; financial viability and administrative capacity of the municipality to perform municipal functions efficiently and effectively; to share and redistribute financial and administrative resources; the need for provincial and municipal boundaries; and lastly the need for areas of traditional rural communities.

However, before any determination of the municipal boundaries can happen, the board is required to publish a notice in a newspaper, radio or any proper form of communication to the public as noted from Section 26 of the Municipal Demarcation Act. The aim is “not only to inform the public of the board’s intention to consider the matter but also to invite their written submissions and views on the matter” as outlined by Section 26 of the Municipal Demarcation Act. After the completion of written submissions, the board will then hold public meetings and make formal investigations prior to taking a decision on the matter in question as outlined by Section 27 of the Act. The discussion below turns to focus on the last legislation which is specifically about the levying of properties within any given municipal boundaries.

### **3.9 Municipal Property Rates Act**

The Municipal Property Rates Act regulates the levying of property rates in all municipalities across the RSA. The objectives of the MPRA are to regulate the power of a municipality to impose rates on property; to exclude certain properties from rating in the national interest; to make provision for municipalities to implement a transparent and fair system of exemptions, reductions and rebates through their rating policies; to make provision for fair and equitable valuation methods of properties; to make provision for an objections and appeals process. Section 7 of the MPRA states that the municipality, either local or metropolitan, must levy rates on all rateable property in its areas of jurisdiction whereas the district municipality is only expected to levy rates on its district management area. However, the municipality is not obliged to levy rates on its own property including the public infrastructure (Section 7 of the MPRA). It is noted from Section 12 of the MPRA that the rates “must be levied for a financial year and must form part of annual budget process as set out in the MFMA”.

In addition, a municipality must exercise its power to levy a rate on property in accordance or relation to Section 229(1) of the Constitution. As such, a rate levied by the municipality on a property must be paid by the owner of the property, in respect of Chapter 9 of the MSA. For

instance, if the property is owned by group of people or more than one person then each one of them shall be levied rates individually from his/her own shares. It must be noted that this applies to agriculture property too (Section 24 of the MPRA). The levying of rates may be done on a monthly basis and/or annually as outlined by Section 25 of the MPRA. This Act is applicable, subject to the MFMA and most importantly chapter 13 of the Constitution, which concerns all financially related matters across all spheres of government. Given below are the concluding remarks encapsulating the importance of legislative frameworks governing local sphere of government.

### **3.10 Summary and conclusion**

The discussion above encapsulated the series of legislations that deal with local government and how this sphere of government should be governed. The Constitution and the White Paper on Local Government emphasise the significance of the community at local government and how the local government must fully respond to the people's needs and aspirations. The legislations on local government are people-centred and adhere to the principles of good governance. The discussion around the legislations does not only acknowledge the Constitution as the supreme law of the country but also recognises the White Paper on Local Government as the founding guideline towards the realisation of DLG and LED. The purpose of enacting these legislations was solely to regulate local government in ensuring the provision of effective and quality services in an equal and sustainable manner. Failure of local government authorities (both councillors and administrators) to adhere to these regulations or to execute the mandate of DLG and LED will result in poor and ineffective service delivery.

However, the purpose of this study is to evaluate the effectiveness of service delivery at Stellenbosch Municipality, particularly the delivery of water service. This shall be done by using any available performance management systems in the municipality and also doing a comparative analysis regarding the delivery of water service using data collected for the selected areas. In the light of this, the researcher will then be able to determine out whether the municipality is providing effective and quality services to its residents as mandated by the Constitution, White Paper on Local Government and various legislations governing local government. In respect of the provision of this service to the citizens, the Constitution provides the citizens with the right to participate actively in governance and to shape their needs, especially during IDP processes so that their respective municipality can deliver

precisely what they need. This is supported by Davids, Theron and Maphunye (2009: 112) who stated that if the project beneficiaries are included in decision-making then they become self-reliant, assertive and empowered to be masters of their own development. This entails that they can direct, influence, own and control their own development projects, programmes, activities and agenda (Davids, Theron & Maphunye, 2009: 113).

## CHAPTER 4

### RESEARCH DESIGN, METHODOLOGY AND ETHICAL CLEARANCE

#### 4.1 Introduction

Every study research project is fundamentally attributed through its design and methodology being utilised to conduct a research or to collect data. Given this, chapter four serves as a cornerstone of this particular research project as it outlines how the researcher has conducted research or collected data, which ultimately addresses the purpose of the study. The chapter has specifically focused on three sections of the study such as the research design, research methodology or methods and lastly the ethical consideration. Research design has its purpose to outline questions like what is the study about, how will data be collected and analysed, where and when will it be collected and the amount of time needed. Methodology on the other hand has outlined the research methods or data collection tools and techniques to be utilised during data collection. Lastly, every research project is required to undergo the process of ethical clearance in order to protect the research participants from any harm related to the study. Ethical clearance also serves as an academic and professional procedure a research project needs to undergo during data collection or when the researcher is conducting a research.

#### 4.2 Research design

Research design is defined by Kothari (2004: 31), as the “arrangement of conditions for the collection and analysis of data in a manner that aims to combine the relevance to the research purpose with the economy in procedure”. Kothari (2004: 31) further defines research design as a conceptual structure in which the research is conducted which consists of the blueprint of the collection, analysis and measurement of collected data. Research design simply entails a strategy being chosen to incorporate various components of the study in a coherent and logical manner to address the research problem, problem statement or research question (Kothari, 2004: 31). This encapsulates four key ideas formulated by Punch (2014: 114) such as the strategy, conceptual framework, who and what entails to be studied, and lastly the tools, techniques or mechanism to be utilised during data collection and analysis.

According to Kothari (2004: 31-32), a decision based on any research design hinges on numerous questions namely: what is the study about; why is the study being conducted; what type of data is required; when and where will the study be conducted; where can one find the

required data; how will the collected data be analysed; and also what will the duration of the study be; and lastly how much be accomplished. The vital need for research design is to facilitate various research operations in order to make the research as efficient as possible so that it can produce more information with less spending of efforts, time and money (Kothari, 2004: 31). The design should ensure efficiency in research, including the provision of an answer to the research question even if not bringing about a solution. Given this, the research design of this study has been outlined through the following paragraphs.

Firstly, it utilised a case study, which according to Hays (2014: 218) in DeMarrais and Lapan, involves the close examination of topics, issues or programmes. In addition to this, Alasuutari, Bickman and Brannen (2008: 214-215) argue that case study entails a deeper understanding of specific aspects of the phenomenon and also that demographics and other statistics of the case be scrutinised. Hays (2014: 218) in DeMarrais and Lapan further states that case study seeks to answer focused questions by producing in-depth descriptions and interpretations. It can also investigate contemporary purposes of understanding or to some extent for decision-making and discover causal links in settings (Hays in DeMarrais & Lapan, 2004: 218). In this regard, Stellenbosch Municipality served as a case study of this research project whereby Kayamandi and Rozendal within the municipal jurisdiction were selected for data collection.

In respect of the above, the case study involved a comparative analysis whereby Kayamandi Township and Rozendal suburb within the municipal jurisdiction were compared to one another regarding water supply. This comparison was based on socio-economic factors in the selected areas. The chosen case study has enabled the researcher to gather relevant, sufficient and useful information about Kayamandi and Rozendal for the intended purpose. Most importantly, the research is a qualitative design and empirical type of study whereby primary method of data collection was employed. However, regarding the theoretical component of the study, the existing information on the documents like municipal baseline, annual report and others were analysed in chapter 2 for performance monitoring which is pivotal in terms of evaluating the effectiveness of the water supplied by Stellenbosch Municipality, with specific reference to Rozendal and Kayamandi. Tracking the municipal performance further is vital as it has enabled the researcher to know whether the water supplied by the Municipality is effective and efficient.

In this specific case study, the researcher utilised the combination of both probability and non-probability sampling during data collection although non-probability was employed as a greater priority than its counterpart. Teddlie and Yu (2007: 85) emphasise the importance of mixed methods (combination of more than one sampling) in the sense that they yield information-rich cases. According to Teddlie and Yu (2007: 85), mixed methods further allow the researcher to “generate complementary databases that include information that has both depth and breadth regarding the phenomenon under study”. Sampling is defined as the method of drawing or selecting (sometimes through random selection) a representative sample of the whole population in all aspects (Tansey, 2007: 12). However, non-probability was used as a primary sampling technique, which according to Tansey (2007: 14) involves the “researcher drawing samples from huge population without requiring a random selection”.

Regarding probability sampling only stratified sampling (proportionate and disproportionate) whereby the researcher could ensure that various characteristics are reflected in the population. Stratified sampling is then defined by Teddlie and Yu (2007: 79), as a “sampling consisting of representativeness of population on some characteristics of interest”. For example, the researcher could ensure that a certain number of youths, adults and older persons in both Kayamandi and Rozendal are distributed questionnaires to participate in terms of age and could further ensure that both males and females get fair opportunity to participate in terms of gender. Then regarding non-probability sampling, it involves various types of non-probability sampling such as convenience/accidental, purposive, snowball, voluntary and quota sampling. Regarding convenience sampling, for example, the researcher could swiftly pick any available and accessible participants on the streets in Kayamandi for participation without worrying about going far or entering the houses.

Purposive sampling is recognised by Teddlie and Yu (2007: 80) as the most appropriate sampling for qualitative study given that the researcher selects participants based on own judgment, bearing in mind the purpose of the study. This particular study is purposive in nature given that the researcher already had specific participants in mind that were relevant to the study, taking into account the study as comparative between Kayamandi and Rozendal. The sample size of 60 participants in total (30 from Kayamandi Township and 30 from the rich suburb of Rozendal) already represented quota sampling, particularly fixed quota in the sense that it could not be exceeded. One must take into account that quota sampling is similar to stratified probability sampling. Regarding snowball for example, the research assistant as a

Kayamandi resident himself could distribute questionnaires to specific residents close to him and further ask them to distribute to their own close allies too. Voluntary participation is more than welcome as it forms part of voluntary sampling. However, it must be noted that sampling numbers are not as important as characteristic representations of the whole population.

#### **4.3 Research methodology**

According to Kothari (2004: 7), research methodology refers to the way in which to systemically solve a research problem. The definition of research methodology further goes on to say that “it is a science of studying how research is conducted or done scientifically” (Kothari, 2004: 7). It entails that there are various steps that are adopted by a researcher in studying his/her research problem, together with its emanating logic behind them. However, the research method, which can be understood as an aspect of methodology, refers to all methods and/or techniques that are used during data collection (Kothari, 2004: 8). Moreover, the research methods or techniques refer to the methods researchers use in performing research operations (Kothari: 2004: 8). The overall difference between the two is that the scope of research methodology is broader than that of research method (Kothari, 2004: 9).

The study utilised a qualitative research methodology in which the researcher finds it relevant and appropriate for the study of this nature. What Teddlie and Yu (2007: 80) stated is supported or echoed by Sandelowski (2000: 248), who states that qualitative study encompasses a purposeful sampling to enhance understanding of the information-rich cases. In addition to this, Denzin and Lincoln (1998: 185) asserted that qualitative studies basically aim to explain or clarify some pattern of relationships that can be done through a set of conceptually specified logical categories. A primary method of data collection was utilised in order to gather new or raw data through a verbally administered questionnaire.

As inferred from the above, this particular questionnaire is of qualitative nature given that it has open-ended questions that enabled the respondents to provide reasons for their answers without being limited to “yes or no” type of answers. This means that the participants had an opportunity to express their personal views, experience and thoughts about water supply in their respective households, neighbourhood and surrounding areas. This verbally administered type of questionnaire as a data collection tool or technique has helped the researcher to gather facts about Kayamandi and Rozendal residents’ viewpoints and experiences. This questionnaire is verbal in the sense that both the researcher and respondents

had a verbal conversation (face-to-face conduct) and the participants also had an opportunity to ask anything they wished to ask personally.

It is critical to take note that the first five questions on the questionnaire that asked the participants' background based on their gender, age group, educational level and employment status were simply meant for statistical purpose and to help link, clarify, categorise and cluster the collected data. The qualitative nature of this questionnaire dwelled on the fact that it has open-ended questions that required participants' explanation. This, in addition, appears to be viewed as a practical type of research method, which involved empirical study due to the nature of new data being collected on the ground. This verbally administered questionnaire should not be confused with interviews given where there was a verbal communication between the researcher and respondents. The participants were freely allowed to engage, ask questions or express their thoughts beyond the questionnaire.

The main advantage of this verbally administered questionnaire is that the participants were free to engage the researcher personally about anything related to the questionnaire. More importantly, the participants were allowed to answer verbally if they did not wish to write answers themselves and the researcher would do so on their behalf. What matters was their willingness to participate and the researcher would then write down answers as a gesture of appreciation for their participation. In addition, the researcher had an audio recorder on standby in order to record the participants who preferred explaining their answers verbally. This option has helped the researcher save time and capture everything if he wished to do so.

#### **4.4 Ethical considerations for the study**

It is fundamental that every research project should undergo the process of ethical clearance in which the researchers explicitly outline how the research participants are protected in the process of data collection. This viewpoint is supported by Alasuutari, Bickman and Brannen (2008: 95) who add that social science researchers must undergo ethical competency through Independent Institutional Review Boards (IRBs) or Review Ethics Committees (REC). This study, too, has been subjected to the Departmental Ethics Screening Committee (DESC) at Stellenbosch University. In a nutshell, ethical clearance serves as a confidentiality agreement between the researchers and research participants during data collection. There is an argument that social researchers must create relationships of trust with the research participants, including the public at large (Alasuutari, Bickman & Brannen, 2008: 97). Alasuutari, Bickman and Brannen (2008: 97) are of the view that ethical steps to avoid

potential harm or exploitative conflicts of interest are critical to ensure that the objectivity of data analysis and interpretation is led by data and not other interests.

After completing ethical clearance, the researcher of this particular study was in possession of a consent form to guarantee participants' confidentiality. The researcher initiated a formal correspondence with the Stellenbosch Municipality, as a gatekeeper organisation in order to attain an approval letter for data collection. Moreover, the researcher briefly explained the importance of the study to the participants and how their collected data would remain confidential. The participants were further notified of their participation being voluntary and they could choose to withdraw anytime without providing a reason for their withdrawal. Moreover, there were no consequences should the participants refuse to participate or decide to withdraw during the participation process.

Given the nature of this particular study being an administered questionnaire with open-ended questions, the researcher utilised both written and verbal consent. The respondents were given a written consent form for signature and they were not forced to sign. Regarding verbal consent, the researcher verbally explained the consent personally to the participants until they understood it. The collected data is stored safely until the thesis has been completed. Once the thesis is complete then the information would be destroyed immediately and permanently. No information obtained from participants should be published under any circumstance. The questionnaire of this research project consisted of properly structured questions and there were no personal information required such as names and surname, identity number, date of birth, nationality and cell-phone number. The name and signature were required only when the participants sign the consent form. The rest of the questions required explanations regarding water supply within the respective areas of jurisdiction.

Regarding language, the questionnaire was translated into and printed in three prominent languages in the Western Cape Province, particularly at Stellenbosch namely, English, Xhosa and Afrikaans. Xhosa was utilised mainly in Kayamandi Township for residents who did not understand or could not speak English properly whilst Afrikaans was utilised mainly at Rozendal suburb. English was utilised as a neutral language in both areas. The researcher has hired research assistants as translators for both Xhosa and Afrikaans.

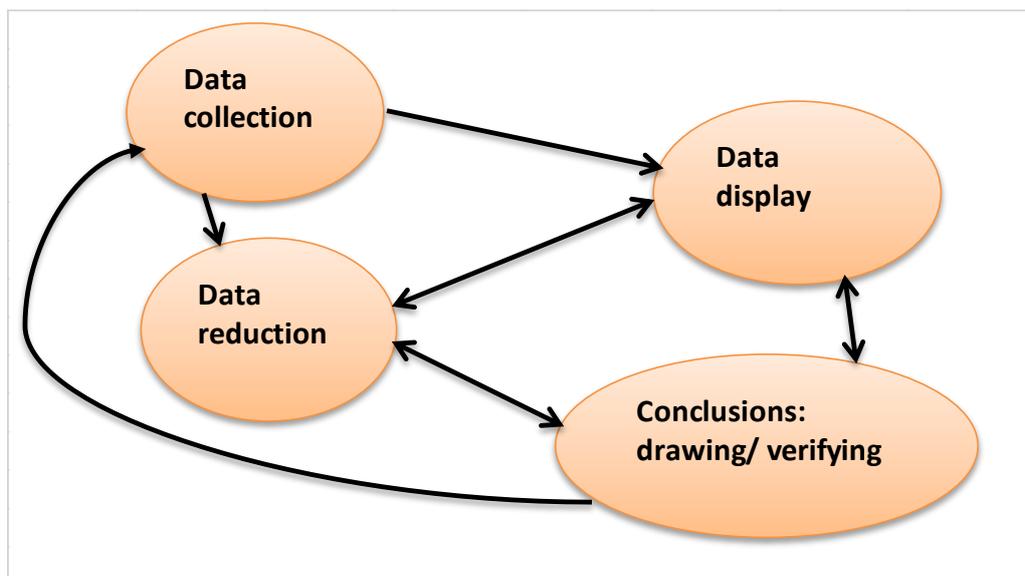
## CHAPTER 5

### DATA ANALYSIS METHODS, FINDINGS, DATA INTERPRETATION & ANALYSIS

#### 5.1 Data analysis methods

Data analysis is considered one of the key processes or stages of research, which helps the researchers to bring about the findings of the collected data and draw a conclusion from those findings. According to Denzin and Lincoln (1998: 180), data analysis consists of three sub-processes that are interlinked to one another; namely, data reduction, data display and drawing of conclusion or verification. In the light of Denzin and Lincoln (1998: 180)'s argument regarding data reduction, data is reduced in an anticipatory way as the researcher chooses a conceptual framework, research question, cases and instruments. Data reduction is linked to data selection and condensation through the process of coding, clustering, finding themes and data summaries (Denzin & Lincoln, 1998: 180). Data display is defined as an “organised, compressed, assembly of information that permits conclusion drawing and/or action taking, and is a second inevitable part of analysis” (Denzin & Lincoln, 1998: 180).

In this regard, a reduced, clustered or condensed set of data helps the researcher to think about meanings and come to a relevant conclusion. Drawing of conclusion or verification as a third sub-process of data analysis, involves an interpretation by the researcher who then draws a meaning from displayed data. It further entails that a variety of tactics are used, varying in shapes, sizes and forms. Provided below is the figure displaying the sub-processes or components of data analysis and how they are linked to each other in the form of arrows. In a nutshell, the figure below shows that after data has been collected then the researcher may reduce data and display it at the same time since the two are linked to each other (Denzin & Lincoln, 1998: 181). Lastly, the researcher may draw a conclusion or may verify the outcomes of both data reduction and data displaying. It must be noted that this conclusion is made as a result of data collection which is done before the three components of data analysis commence (Denzin & Lincoln, 1998: 181).

**Figure 7: Components of Data Analysis adapted from Denzin and Lincoln (1998)**

As stipulated in chapter 4 regarding design and methodology, the researcher has indicated that he would be utilising a qualitative study through an open-ended questionnaire. The aim is to enable the participants to provide reasons for their answers without being limited to “yes” or “no” type of answers. In addition, one may simply put it that it is not about ticking the boxes. This serves to ensure that the interviewees express their personal views, experiences and thoughts through questions that provide guidance to the researcher during data analysis process. The extract below from Berg (2004: 200), explains the purpose of each question crafted for qualitative study.

*“The first question, why, establishes a general focus for the investigator and stakeholders, reminding everyone what the purpose of the study originally was. The remaining questions – what, how, where, and when – enable participants to identify associated influences (Stringer, 1999). The intention is not to create categories or themes but rather to better understand the data in context of the setting or situation. What and how questions help to establish the problems and issues: What is going on that bothers people? How do these problems or issues intrude on the lives of the people or the group? Who, where and when questions focus on specific actors, events, and activities that relate to the problem or issues at hand. The purpose here is not for participants to make quality judgments about these elements; rather, it is to assess the data and clarify information that has been gathered.” (Berg, 2004: 200).*

The extract above basically explains the purpose of each question of the qualitative study. As such, it has been noted that this particular study has combined elements of both quantitative and qualitative research through an open-ended questionnaire. The priority and emphasis are based on qualitative aspect of the questionnaire hence it is in line with the methodology of this particular study. Data analysis on this study has to take into consideration in a similar fashion. This is supported by Sandelowski (2000: 252) who states that data analysis techniques, including their results can be linked. Linking the results of both qualitative and quantitative analysis techniques is mostly achieved by treating each data set with the techniques usually utilised with that specific data. This basically means that qualitative techniques are used to analyse qualitative data whereas quantitative techniques, on the other hand, are used to analyse quantitative data (Sandelowski, 2000: 252). The outcomes of analysis for both qualitative data and quantitative data are often combined at the interpretive level of the study although each still remains analytically discrete from each other (Sandelowski, 2000: 252). In the light of this particular study, the researcher begins with analysis of the quantitative element of the questionnaire. He proceeds with second analysis phase on qualitative element of the questionnaire through open-ended questions (starting from question 6 until question 14.3). As stipulated, the qualitative analysis remains a priority given that it signifies the intended purpose of this particular study. Given below is the findings and interpretation of data collected from Rozendal and Kayamandi.

## **5.2 Findings and case study presentation**

The following tables display the collected data at Rozendal Suburb and Kayamandi Township within Stellenbosch Municipality. These tables populate information regarding the first few quantitative study questions in the questionnaire that help for statistical reasons. These questions further help to link, clarify, categorise and cluster the collected data. Before the participants could begin answering open-ended questions in the questionnaire, they first had to provide their background in terms of gender, age group, education level, employment status, economic status, and whether they are familiar with service delivery at Stellenbosch Municipality. During data analysis and interpretation, the researcher will address or quote each individual participant as participant A–R for Rozendal and participant 1–30 for Kayamandi. Displayed below is the table for participants at Rozendal suburb:

**Table 6: Data collected from Rozendal suburb (2018)**

QUESTIONNAIRE FINDINGS: DATA COLLECTED FROM ROZENDAL SUBURB, STELLENBOSCH														
CATEGORIES	GENDER		AGE GROUP			LEVEL OF EDUCATION			EMPLOYMENT STATUS		ECONOMIC STATUS			SERVICE DELIVERY AWARENESS
	Participant list	Male	Female	Youth	Adult	Elderly/ Older person	Primary	Secondary	Tertiary	Employed	Unemployed	Underprivileged / Lower/Working class	Middle class	
Participant A	X			X				X	X		X			YES
Participant B	X		X				X			X		X		YES
Participant C	X			X				X	X			X		YES
Participant D	X			X				X		X	X			YES
Participant E	X			X				X	X (scholar)			X		YES
Participant F	X				X		X		X			X		YES
Participant G		X		X				X	X		X			YES
Participant H		X		X				X	X			X		YES
Participant I		X		X				X		X		X		YES
Participant J		X		X				X	X			X		YES
Participant K		X	X					X	X			X		YES
Participant L		X	X					X		X				YES
Participant M		X	X				X		X		X			NO
Participant N		X	X				X		X			X		YES
Participant O		X			X		X			X (retired)	X			YES
Participant P		X			X		X			X (retired)		X		YES
Participant Q		X			X		X			X		X		YES
Participant R		X			X			X		X		X		YES
<b>Total (18)</b>	<b>6</b>	<b>12</b>	<b>5</b>	<b>8</b>	<b>5</b>	<b>0</b>	<b>7</b>	<b>11</b>	<b>10</b>	<b>8</b>	<b>6</b>	<b>12</b>	<b>0</b>	<b>17 YES &amp; 1</b>

Regarding data collected from Rozendal suburb as displayed on the table above, the researcher did not reach the target number of participants. The researcher targeted 30 but only managed to acquire the participation of 18 respondents at Rozendal suburb. However, the researcher managed to approach more than the target number despite that many residents declined participation while others requested to take the questionnaires to complete so that they can submit the following day or at some other times. The researcher takes note that 18 participants are more than enough, given that qualitative study is not about numbers but rather about a deeper understanding of the case in question. The table notes that 12 females participated as opposed to only 6 male counterparts. This may be as a result of more men being at work than women and that is why there were fewer men available in the houses. The researcher further observed that another reason female participation was high compared to men, was that some women were available around that specific afternoon for the purpose of fetching their children from crèches or day care centres.

The participation of adults dominated both youth and elderly (referred to or known as older persons). Regarding education level, tertiary dominated secondary while there is a bit of balance regarding both genders for this category. The researcher noted that none of the participants stuck at primary level. In terms of employment status, more of the participants said they are employed than those unemployed. The results show that most of the participants considered themselves as middle class than working class or lower class/underprivileged group (referred to or known as the poor) which is one of the expected outcomes given the

area where they live. However, none of them considered themselves as an upper class or wealthy group (referred to or known as the rich) despite that the researcher expected to see at least one or few participants identifying themselves on this category given the suburban area they reside in. 17 of the participants said they are familiar with service delivery at Stellenbosch Municipality, particularly water supply despite a no answer by participant M (a youth). Participant M said her parents drilled a borehole for their family and they do not use the water supplied by the Municipality. Given below is the table displaying data collected from Kayamandi Township as compared from data collected from Rozendal.

**Table 7: Data collected from Kayamandi Township (2018)**

QUESTIONNAIRE FINDINGS: DATA COLLECTED FROM KAYAMANDI TOWNSHIP, STELLENBOSCH														
CATEGORIES	GENDER		AGE GROUP			LEVEL OF EDUCATION			EMPLOYMENT STATUS		ECONOMIC STATUS			SERVICE DELIVERY AWARENESS
	Male	Female	Youth	Adult	Elderly / Older person	Primary	Secondary	Tertiary	Employed	Unemployed	Underprivileged/Lower/ Working class	Middle class	Upper class/ Wealthy people	
Participant 1	X		X				X			X	X			YES
Participant 2	X		X				X			X	X			YES
Participant 3	X		X					X		X	X			YES
Participant 4	X		X					X	X		X			YES
Participant 5	X		X				X			X	X			YES
Participant 6	X		X					X		X	X			YES
Participant 7	X		X				X		X		X			YES
Participant 8	X		X				X		X		X			YES
Participant 9	X		X				X			X	X			YES
Participant 10	X		X				X			X	X			YES
Participant 11	X		X				X			X	X			YES
Participant 12	X		X					X		X	X			YES
Participant 13	X			X			X		X		X			YES
Participant 14	X			X			X		X		X			YES
Participant 15	X			X				X		X	X			YES
Participant 16	X			X			X		X		X			YES
Participant 17	X			X				X		X	X			YES
Participant 18	X			X			X			X	X			YES
Participant 19	X			X			X			X	X			YES
Participant 20	X			X			X		X		X			YES
Participant 21		X	X					X	X		X			YES
Participant 22		X	X				X			X	X			YES
Participant 23		X	X				X			X	X			YES
Participant 24		X		X				X	X		X			YES
Participant 25		X		X			X		X		X			YES
Participant 26		X		X				X	X			X		NO
Participant 27		X		X			X			X	X			YES
Participant 28		X		X			X			X	X			YES
Participant 29		X		X			X			X	X			YES
Participant 30		X		X			X			X	X			YES
<b>Total (30)</b>	<b>20</b>	<b>10</b>	<b>15</b>	<b>15</b>	<b>0</b>	<b>0</b>	<b>21</b>	<b>9</b>	<b>11</b>	<b>19</b>	<b>29</b>	<b>1</b>	<b>0</b>	<b>29 YES &amp; 1</b>

As displayed on the table above, the researcher managed to reach the target number of 30 participants from Kayamandi Township as opposed to how many in the Rozendal suburb. Just like at Rozendal, the researcher managed to approach many residents in Kayamandi and most of them were more responsive than their counterparts at Rozendal. The main reason the researcher reached the target number is simply because the researcher’s assistant knows many people in Kayamandi and is he is very familiar with the Township. As such, it was easy to convince people to participate in data collection. In addition, many of the residents who

collected the questionnaires kept their promises when the researcher returned for collection in the following days. An added advantage was that the researcher went to Kayamandi for a few days and did not need transportation to travel to Kayamandi.

Given the data in the table, male participants were the majority whereas only ten females participated. As for the age, there is balance between youths and adults. As opposed to Rozendal, no elderly participated at Kayamandi. Regarding education level, secondary dominated tertiary level whereas at Rozendal it was the opposite. Regarding employment status, unemployment at Kayamandi dominated the employment field as opposed to Rozendal where many participants said they are employed. At Kayamandi, 29 participants out of 30 identify themselves as a lower class and working class as opposed to Rozendal where the majority identified themselves as being within the category of middle class. Similarities appear concerning the primary education since no one in both areas attained only education at primary level. Interestingly, no one identified themselves within the category of an upper class in both areas. Just like in Rozendal suburb, only one resident, participant 26, said she is not aware of basic service provided by the Municipality, which then prompted the researcher to ask why she was not aware of the basic services provided by the Municipality. She was quoted as saying, “she simply has no interest in whatever the Municipality is doing”. The researcher further noted that she identified herself as middle class and further indicated that she only stays in Kayamandi because her family chose to stay there as they are working at Stellenbosch.

### **5.3 Qualitative data analysis and interpretation of the findings**

The qualitative analysis focuses on open-ended questions that seek to gain a deeper understanding of the phenomenon and intended purpose of the study. The questions mentioned above begin on question 6 until question 14.3. As illustrated earlier, these open-ended questions aim to enable the respondents to provide reasons for their answers by expressing their personal views, experiences and thoughts. This further serves as a comparative analysis between Rozendal suburb and Kayamandi Township. The analysis follows similar fashion of quantitative analysis by starting at Rozendal following with Kayamandi. Given below is the qualitative analysis on Rozendal suburb.

#### **5.3.1 Qualitative analysis on Rozendal suburb**

The first question (question 6) seeks to establish whether the participants are satisfied or dissatisfied with the water supply to their households and to understand the reasons

pertaining to their answers. The researcher noted that some of the participants did not answer all questions while others did not explain the reasons for their choices. Out of 18 participants, only 4 participants (participants G, H, O & Q) did not answer this question whereas 1 participant (participant P) wrote that she is not a Stellenbosch resident but chose to continue participating given her experience of staying in Stellenbosch. The rest of the participants who answered this question were satisfied with their water supply. Other participants argued that they never experienced a water shortage except that they face water restrictions imposed upon everyone by the Municipality. Participant A's comment was that "I would really like to know how they are managing their water storage and how the Municipality has learned from these experiences". He further argued that water is "everything and we should take it very seriously, from food, and hygiene among others". Participant I raised a similar point that "everything seems to be okay and water supply pipes were recently replaced" but what she would like to know more about is water safety pertaining to drinking water. In a nutshell, the participants displayed a positive attitude towards water supply in their households and they had no problem with the Municipality. However, the researcher has noted that the residents did not necessarily consider water supply as an issue despite that, like everyone else, they were affected by water restrictions since it was applicable to everyone.

Regarding question 7, the participants find water supply by the Stellenbosch Municipality sufficient enough for their households except participant R who simply said she "does not know". In the light of the table below, the participants expressed their viewpoints regarding the volume of water a resident needs on daily basis. The table below illustrates that although the participants found water supply enough, their viewpoints demonstrate that they wish to receive more than they are currently receiving. This may be interpreted from a different perspective as a sign of not being completely satisfied but rather being obedient. The table further illustrates that majority of participants consider 50 litres of water per day as acceptable. As such, one is of the view that Participant P and Q mentioned 6 kilolitres referring to water needed for the whole family not per individual. They might have raised this simply because they need water for many things like irrigating their lawns, gardens and filling up their swimming pool. This point is raised amid the fact that majority of households have swimming pools, huge lawns, and sometimes gardens.

**Table 8: Rozendal participants' views regarding volume of water per day (2018)**

OPINIONS OF PARTICIPANTS REGARDING VOLUME OF WATER A RESIDENT NEEDS DAILY	
Participant O & R	Unspecified
Participant P & Q	6 Kilolitres of Water
Participant H & K	200 Litres of Water
Participant C, G & I	150 Litres of Water
Participant A	120 Litres of Water
Participant M	100 Litres of Water
Participant B, D, E, F, J & N	50 Litres of Water

Regarding question 8, all participants indicated that they are aware of a water shortage and the majority of them acknowledge that they have been affected, particularly by the high water tariffs. The most common reasons among the participants are that the water shortage affected their showering routine, doing their laundry, and gardening. This basically means that they were compelled to have fewer shower or baths, do less cleaning, less laundry and irrigating after a long time while others temporarily closed their swimming pools. Participant H stressed that they had to change their lifestyle and the whole situation impacted on their home's backyard setting whilst participant I said they decided to buy tanks for water storage for their garden. The responses for question 8.2 are more similar to question 8.1 given that the introduction of water restriction measures by the Municipality came as a result of this water shortage. However, some participants skipped this question as they believe it serves as a supplement towards the first one. Other participants argued that they were not badly affected by the water restriction measures given that they were compliant.

Question 9 entails that none of the participants was penalised for exceeding water limitation or contravening water restriction measure by the Municipality. Just like question 7, many participants responding to question 10 found that water usage per month was less than what they needed and argued that they needed enough water to bath often, do more gardening, irrigating, laundry, washing cars and cleaning the house. On the other hand, some participants found monthly usage enough and argued that as long as people used water wisely then they should not worry about the usage. Participant C and N further said they have boreholes and had installed water tanks to use in the house, and that their water is enough for their families.

Based on question 11, there are numerous suggestions from the participants on how to use water sparingly. They said people must reuse water or use grey water for the toilets; do washing only once or twice a week; shower less or bath for a shorter period; fix broken pipes and leakages; avoid leaving taps open when washing dishes; exercise caution and avoid water

wastage at all times; flush toilets with used water from washing; buy yourself water; source alternative additional water if you have recourses like drilling boreholes; buy tanks and collect rain water from the roof. Few participants decided not to provide any suggestions whereas others felt that the Municipality has a role to play by ensuring that people do not waste water. This, among others, includes continuing with its water restriction measures imposed on citizens, which was a popular sentiment expressed by many participants.

Regarding question 12, most of the participants found the water supply at Stellenbosch Municipality clean and of good quality. Most of their comments stated that the water supply is good or very good, clean or very clean, nice, of high quality and that there is nothing wrong with its taste. Participant E is quoted as saying that “it is one of the best in the country” whereas Participant L, in addition, praised the water supply as “absolutely delicious, very nice and of high quality”. On the other hand, a few participants, although satisfied with the quality of the water supply but had some comments on the subject. For instance, although Participant A found nothing wrong with the water supply in his own household, he was concerned about the shortage of water at Eikestad mall complaining that he could not use the toilets because of water shortage when at the mall. His argument was based on the fact that Eikestad mall is also under the municipal juristic area where they do their shopping and they expect the same quality of services. Participant C comment was that the “water supply is clean but not always as clean as it was before”. Participant O simply chose not to answer this question.

Interestingly, most of the participants skipped question 13 regarding gaps or aspects of the water supply that are ineffective or inefficient. Participant A vocally argued that the Municipality simply needs to revisit its water restrictions as it negatively affects the citizens. He was referring to high tariffs and penalties imposed on those who intentionally or unintentionally exceed the monthly water limit. Participant H blamed the Municipality on its planning and that the water control was bad but said the Municipality has a capacity to make things right or get things under control. She further mentioned a specific river which is flowing freely and argued that in such a dry environment that should not be allowed. Participant I and K found nothing wrong and they think the water supply is efficient and effective.

Regarding question 14, most of the participants said they are not actively involved in service delivery matters at local government. Most of the common answers stated that they are old;

they are not interested; they do not have time due to work, whilst others felt that they did not see a need to get involved with the municipal duties and its politics. Participant I argued that she “feels that there should be well educated people who are hired to deal with local government matters at the Municipality”. She further argued that what was important was not her involvement as a citizen but rather the Municipality hiring qualified and competent officials in order to deliver quality and the best possible services. Her last comment was that she did not see herself participating in future given that she was very busy. Participant A supported Participant I by saying he believed the government (referring to the Municipality) was doing their best and he had no reason to doubt them or to interfere on the subject. Regarding future involvement, participant E and G indicated that they were not sure but they might consider getting involved in future. Other participants said they would not be involved in future due to reasons like getting older, being not interested in politics, and being busy whereas others believed that the Municipality was doing alright and did not need their participation in future. Participant L straightforwardly said “it is not her place to get involved in local government matters”. Participant P reiterated her statement of not being a permanent resident of Stellenbosch. However, there were a few other participants who skipped this question. Given below is the qualitative analysis on Kayamandi Township.

### **5.3.2 Qualitative analysis on Kayamandi Township**

As has been noted, the researcher managed to reach a target number of 30 participants at Kayamandi Township although most of them did not answer all the questions. The analysis on question 6 as the first question seeks to determine whether the participants were satisfied or dissatisfied with the water supply to their households and the reasons for asserting this. Interestingly, 17 participants (majority) said they were satisfied with the water supply by Stellenbosch Municipality while only 13 stated the opposite. Their common responses were that the water supply was sufficient and of good quality, and there was nothing wrong with it and they had not experienced water cuts even during the drought period. Participant 16 can be quoted as saying “I have never lived a day without water”. In addition, Participant 17 stated that they are 10 in his house and the water supply has never been an issue to his family.

Other participants said they are satisfied with the water supply and they did not even see a need to explain their level of satisfaction. The majority among the dissatisfied group complained of their water not being clean and enough while others did not bother providing reasons why they were dissatisfied. Participant 29 said the “water supply is poor and the

Municipality does not seem to care about the area”. This displays the level of emotionalism in the participant’s response. Another participant said she was not satisfied with the resources and services so the Municipality must make more of an effort. Based on this comment, including those who did not provide explanation, one is of the view that the participants were specifically dissatisfied with other municipal services other than the water supply but they were only confined to answer about the water supply.

Regarding question 7 on whether the water supply was enough, the same 17 participants who said they were satisfied with the water supply consistently believed that the water supplied by the Municipality was enough. On the other hand, those who were dissatisfied also said they found the water supply insufficient. However, both groups expressed their opinions on how much volume or litres of water a resident needs daily. One further notes that some participants gave their viewpoints regarding water needed by the whole family rather than an individual per day. On the other hand, some participants offered suggestions based on their own understanding and experiences.

**Table 9: Kayamandi participants’ views regarding volume of water per day (2018)**

OPINIONS OF PARTICIPANTS REGARDING VOLUME OF WATER A RESIDENT NEEDS DAILY	
Participant 2, 7, 23 & 27	Unspecified
Participant 6	600 000 Volume of Water
Participant 16, & 25	250 000 Volume of Water
Participant 19	100 000 Volume of Water
Participant 15	70 000 Volume of Water
Participant 20	50 000 Volume of Water
Participant 4 & 5	10 000 Volume of Water
Participant 24	5000 Volume of Water
Participant 11	500 litres of Water
Participant 12 & 30	250 Litres of Water
Participant 10 & 21	150 Litres of Water
Participant 8, 9, 13, 14 & 29	100 Litres of Water
Participant 17	60 Litres of Water
Participant 22, 26 & 28	50 Litres of Water
Participant 1	25 Litres of Water
Participant 3	20 Litres of Water
Participant 18	10 Litres of Water

Regarding question 8, all thirty participants, including participant 26 who ticked not being familiar with service delivery by Stellenbosch Municipality, were familiar with the shortage of water. The common argument from the participants was that water shortage affected the community badly and there were hygiene problems, especially regarding toilets. Many participants raised the issue of toilets being affected and experiencing unusual smells in the community due to the lack of enough water to flush their toilets. Participants argued that they could no longer use same amount of water they used in the past. They further complained that

they had to reuse water for toilets and others things. Some argued that they were unable to shower anymore.

Other participants, on the other hand, pointed out that the water shortage did not affect them on a personal level but acknowledge that experiences are different for everyone in the community. For instance, participant 22 is quoted as saying “I have not been affected by water shortage a lot because I have been saving water for some time but I am more aware of the problem”. In addition, participant 9 gave examples about specific groups that were affected by water shortage more than everyone else, like spaza shops, barber shops, street vendors and others who use water on a large scale as opposed to the amount used by an average household. Many participants who answered the question on newly introduced water restrictions by the Municipality said they were not allowed to use water as they used to before because of penalties and high tariffs. They further said they were forbidden to do other things they used to do before, citing similar issues they raised earlier. However, others reiterated that water restrictions did not affect them more given that they could still utilise a certain amount of water they needed for daily living.

According to responses to question 9, four participants (participant 11, 12, 14 & 17) said they were once penalised by the Municipality for exceeding the water limit. Regarding the question on whether participants found water volume per month enough was met with many disagreements. Starting with four participants who were once penalised by the Municipality, 3 of them said it was insufficient because water is life and people needed water for many things. This information corresponds with their suggestions regarding litres of water needed for an individual per day as presented in the table. Participant 11 proposed 500 litres whereas participant 12 proposed 250 litres and lastly participant 14 proposed 100 litres. On the contrary, participant 17 said it was sufficient and even proposed 60 litres of water. As for the rest of the participants, half of them found water volume per month sufficient while others found it insufficient. Those who said it was insufficient offered the same responses they provided earlier. Participant 11 who believed that water volume per month is sufficient is quoted as saying “it teaches us to save water, even after water shortage or the drought period has passed”.

Regarding question 11 where participants were requested to provide advice on how to save water or use it sparingly, the majority offered their view on the subject. Common advice from the participants was that people should avoid showering or bathing many times ; take a

shorter shower; do laundry less; stop irrigating lawn with potable water; use water wisely at all times; use bathing water in the toilet; reuse or recycle water for other things; use borehole water if possible; fix broken pipes and leakages; do not misuse water or use it for unnecessary things; wash dishes once a day, doing so by machine to save water; do not leave the tap open when brushing teeth or washing dishes; car owners must use one bucket of water to wash a car and then irrigate their gardens with the same water.

Regarding the question on quality and cleanness of the water supply by the Municipality, the majority (28 participants) praised the water quality. Just like at Rozendal, most of the participants at Kayamandi pointed out that it was of good quality, clean and satisfactory. Participant 26 can be quoted as saying that the water “supplied by Stellenbosch Municipality is clean and of the best quality”. Only participant 1 and 17 complained that the water supplied by the Municipality was not clean due to weird taste and sometimes they had to boil it before using it, especially when there was a pipe leak somewhere. Only few participants answered the question on gaps or aspects that need improvement on the part of the Municipality. The only few comments were that the Municipality must diagnose water before supplying it to citizens at all time for hygiene purpose; they must take care of the environment and people in their areas; they must also provide equal services.

In the light of question 14, most of the participants have indicated that they are actively involved in local government matters because it is imperative to do so. However, those who are not involved gave reasons such as: being always away, going to work during the week and attending personal matters during the weekend; not getting chance or time to get involved in such matters; not interested; and not being a permanent resident of Kayamandi. Interestingly, participant 26 who indicated that she was not familiar with service delivery by Stellenbosch Municipality said she was not involved given that she does not know much about the subject. Regarding the last question on whether the participants see themselves participating in local government in future, especially those who are currently not actively involved, half of them would be happy to be involved in the future while others said no, citing the same reasons that prohibit them to do so now. Given below is the summary of the analysis of the findings.

#### **5.4 Summary of analysis of the findings**

According to the findings, the researcher notes that participants in both areas have different views and experiences regarding the water supply by the Stellenbosch Municipality. More

importantly, the participants in both areas were affected by the shortage of water and water restrictions despite having different views on the subject. They further have varying priorities that are relative to their own contexts. For instance, at Rozendal, they view importance of the water supply for many things including swimming pools, irrigating their gardens, washing vehicle, and doing laundry. On the other hand, Kayamandi participants view the importance of the water supply mostly for household consumption, which includes cooking, bathing and laundry among others. Participants in both areas also provided similar suggestions on how to save water or use it sparingly. Interestingly, the majority of participants in both areas are satisfied with the water supply at Stellenbosch Municipality despite not taking kindly to water restrictions. It must be noted that the fact that the researcher only reached a target number at Kayamandi Township did not affect the pattern of responses when comparing the two selected areas.

The researcher notes that 4 participants at Kayamandi were penalised by the Municipality for exceeding water restrictions whereas no one was penalised at Rozendal. One is of the view that this may simply be the case because some Kayamandi residents were not more knowledgeable about the specific amount of water they were supposed to use per day imposed by the Municipality. However, in case they knew then they did not know how to manage water usage to avoid exceeding the limit on water usage. Based on the findings, Stellenbosch Municipality's performance on the water supply is satisfactory despite the challenges of water shortage and the drought that affected Western Cape Province. This corresponds with the overarching achievement by Stellenbosch Municipality in terms of water saving strategies, including the plans on sources of water and its distribution.

As continued from the above, the researcher is of the view that water shortage and the drought that affected Western Cape, including Stellenbosch, does not reflect incompetency on the part of the Municipality as they occurred as a natural phenomenon, if not a disaster. The researcher can only argue that Kayamandi participants, particularly those who said they were dissatisfied but did not provide explanation of their dissatisfaction, seemed to have other pressing issues they were dissatisfied with but they were only confined to answer about water supply. As such, they answered as if they were asked about service delivery in general and they could not detach the water supply from the rest of issues bothering them. Given below is chapter 6 being the last chapter of the study, which outlines the limitations, recommendations, conclusion and reference list.

## CHAPTER 6

### LIMITATIONS, RECOMMENDATIONS, CONCLUSION AND REFERENCES

#### 6.1 Limitations

This particular study, like other studies, had limitations and constraints. These limitations vary depending on various reasons pertaining to the study. Time and resources a challenging factor. Given that the researcher was behind schedule, the data collection period was shortened and that resulted in the researcher being unable to reach the target number at Rozendal suburb. The researcher started data collection very late after struggling to acquire an approval letter from the gatekeeper organisation which ultimately delayed the finalisation of ethical clearance. Regarding the resources, the researcher utilised the University vehicle fleet only once and ultimately decided to utilise Uber taxi given that the university's vehicles were fully booked during the data collection period. As such, that resulted in a number of appointments with participants who had arranged to submit after being cancelled. As a result, the researcher managed to acquire the participation of 18 participants from target number of 30. Some of the participants who took the questionnaires to complete in their own spare time were unreachable while others said they would email them or contact the researcher for collection but that did not happen.

It came to the researcher's attention that the safety and security, including mistrust was a serious challenge for the researcher to reach the target number. More importantly, the researcher noted that safety and security resulted in dozens of approached residents declining to participate. A number of those who refused to participate were higher than those who participated. They were concerned about their safety more than anything else. In the light of this point, one resident who declined to participate can be quoted as saying "I can't just trust you guys because we have other people coming here with some trouble" and she hung up instantly. The researcher was communicating with this particular female resident through the bell at the gate while she was inside. It was difficult collecting data at Rozendal suburb and the accessibility was hard due to the high security fences and walls. For instance, upon ringing a bell, the researcher had to win their trust before collecting the data. For instance, one had to convince them that one was just a researcher who is not about to cause any trouble or wanting to commit a crime.

Numerous residents simply refused to come out of their houses; some residents who came out declined to participate after seeing the researcher while others did not even want to hear about the matter in question. However, there is nothing wrong with residents being extremely cautious about their lives and safety. Such extreme caution may be rich territory for a debate among social science scholars. Moreover, these residents are entitled to interact with anyone they want; they may choose to trust whoever they want to trust; and they may further choose to mistrust whoever they do not want to trust without being judged.

The researcher has observed that individualism is very high in suburban areas and there is less interaction between neighbours. One is prompted to say this given that some of residents still felt unsafe even after the researcher had explained to them what this was all about. Interestingly, these residents stay in a high security complex or highly safe suburban area that have sophisticated security systems, including private security companies patrolling on the streets day and night, and yet they still felt unsafe and were very cautious.

The issue of security has led to a point where three participants turned the questionnaire into more than just an open-ended questionnaire given that they decided not to open the gate but agreed to participate. They chose to participate while standing inside behind the gate and the researcher, together with his assistant, standing outside the gate. The researcher simply read the questions for them to answer verbally in order to write them down and it turned out to be a form of structured interview in the sense that their explanation went beyond the questions on the questionnaire and there was a discussion.

Although the target was reached in Kayamandi, most of the participants did not answer all the questions and complained that there were too many, considering that they had to provide explanation for their answers. The researcher noticed that they expected quantitative types of questionnaire like a survey where they would tick the boxes. The researcher recalls one participant who withdrew participation after answering the first few questions (questions 1-5) and discovered that the rest of the questions required elaboration on their answers. This questionnaire required more of their time given that they had to provide explanations in writing.

Regarding Kayamandi Township, the study was mostly conducted with many residents who were approached on the streets and not indoors, which reflects the convenience or accidental sampling. This basically entails that the target groups were residents inside their homes, including pedestrians in the community streets. Given that participation was not compulsory,

the participants were informed of their choice through both verbal and written consent from the beginning. As such, most of the approached residents, in both Kayamandi and Rozendal, used that as an opportunity to decline participation. They were after all exercising their rights and freedom of choice.

The data collection process made the researcher realise that the target number of 30 participants per each area (60 in total) was very high given the qualitative nature of this study as an open-ended questionnaire. However, the researcher decided not to reduce the target number and wanted to see how far he would get with a number of participants. One acknowledges that the volume of data became unmanageable given that the researcher had to analyse each answer (as a viewpoint) among the list of answers per questionnaire. The researcher did not make use of any data analysis software but instead analysed the questionnaires manually. As such, he had to categorise common responses and address them as “majority said this and that” so as to manage the data and avoid repetition.

The researcher, due to time constraints, did not spend enough or quality time during data collection as he was chasing time and targeting to finish as soon as possible. This for some reasons, resulted in a situation where the researcher missed an opportunity to gain viewpoints from the Municipality’s perspective.

## **6.2 Recommendations**

There are various recommendations emanating from the study, particularly regarding the outcomes of the collected data. Given the fact that Kayamandi is a less privileged or underprivileged Township compared to Rozendal suburb and other areas under the municipal jurisdiction, the Municipality must review its water supply strategy, water sources and mechanism. Given this, it is recommended that the Municipality must reprioritise water supply at Kayamandi and make it their nodal point. This includes all other basic services provided at Stellenbosch Municipality. However, the Municipality still needs to maintain a balanced, fair and equitable service delivery across all areas within its juristic borders.

It is recommended that growing mistrust among Kayamandi citizens toward the Municipality must be addressed as soon as possible. This may be done through a continuous meaningful dialogue between Kayamandi residents and the Municipality. They are further expected to engage each other more often, not only during usual IDP and community meetings but also anytime during the course of the year when deemed necessary. This will reduce misunderstandings and service delivery protests, particularly violent protests against the

Municipality as a result of bitterness, anger and frustration. This will further enhance what Davids, Theron and Maphunye (2009: 117) call authentic public participation which refers to an active process whereby Kayamandi citizens will fully influence the direction and execution of the activities, programmes and projects in their township.

Given the nature of the local municipality being a champion of service delivery, it is imperative to strengthen communication mechanisms and to keep the citizens updated about everything happening around them, especially regarding water supply, not only at Rozendal and Kayamandi but also in all other areas within the municipal jurisdiction. The Municipality must create a friendly environment which is built on mutual trust, good relations and cooperation between the Municipality as an institution and the residents.

A recommendation drawn from some participants' responses is that, despite it being recommended that the Municipality provide quality of the water supply, it advised to stick to its water restriction measures and continue with strict policies on water usage without denying anyone access to a water supply although not everyone is in favour of this. Even if there is more rainfall, the Municipality must still monitor water usage and penalise those who misuse water. This is important in the sense that it will enable the residents to get used to saving water and using it sparingly all the time.

It is further recommended that Stellenbosch Municipality continue with its water saving measures and distribution strategies even when there is an ample rainfall as noted in chapter 2. For instance, with regard to water leakage reporting, the administration must create an efficient reporting mechanism and ensure that they attend to every reported water leakage immediately.

It is recommended that the Municipality embark on a massive project of drilling or pumping underground water through boreholes, not only at Kayamandi and Rozendal, but across all areas within the municipal jurisdiction. This extra water can be channelled to residents who need it most. Given that water is a serious basic necessity, it is recommended that the Municipality conduct a regular water supply assessment in order to close some gaps, maintain a balanced water supply and, most importantly, ensure that those who need water most are prioritised, especially the less-privileged or non-privileged groups.

Drawing from best practices, it is recommended that the Municipality draw lessons and analysis of best practices from few a well-performing municipalities across the country on a yearly basis. This will not only enable the Municipality to remain competent and prolific but

most importantly will enable them to work towards achieving its vision of becoming an “innovation capital of South Africa”.

The review on Municipal annual report on chapter 2 (literature or theoretical analysis) shows an overarching achievement by Stellenbosch Municipality in terms of water supply, water saving strategy, water sources and distribution. For example, the Municipality has achieved a Blue Drop accreditation 3 times consecutively. However, the outcomes of most of the data collected in Kayamandi reflect the opposite of this achievement. Therefore, it is recommended that the Municipality ensure that this achievement should not only be a glory to the Municipality as an institution but rather have a meaningful effect on residents, especially in Kayamandi since its dissatisfaction level is higher than at Rozendal.

Regarding individualism and little interaction between residents at Rozendal, including other surrounding suburbs, it is recommended that the residents change or adjust their way of living by interacting more with each other like other societies. This may help them to begin participating in service delivery matters at local government for the benefit of the community at large. Although this depends on individual choices, the advice is based on the notion that an interaction and integration in society may increase public participation by its citizens.

Lastly, the researcher of this research project recommends that a further research be conducted in future, particularly with a sole purpose of understanding the problem deeper, if not bringing about the solution(s) to a problem or bringing new knowledge regarding the topic in question.

### **6.3 Conclusion**

Local government, as articulated in the study, is of strategic importance and the cornerstone of service delivery because of being the closest sphere of government to the populace at grassroots level. As such, the delivery of effective, efficient and quality services in an equitable and sustainable manner at local government is imperative as it fulfils not only the constitutional mandate but also what the government generally aims to achieve. A qualitative study was conducted through an open-ended questionnaire as a data collection tool. This particular study conducted a comparative analysis between Kayamandi Township and Rozendal suburb within Stellenbosch Municipality as the chosen areas of case study analysis. In the light of this comparative analysis, the study found that the water supply at Stellenbosch Municipality is not bad except the problem of water shortage and water restriction measures resulting in high tariffs and penalties. Water shortage has negatively affected many citizens as

it compelled the Municipality to come up with water restrictions through tariffs and penalties to control water usage. Given this, the Stellenbosch Municipality is advised to come up with an effective solution towards water shortage and further deal with water restrictions in a way that does not negatively affect its citizens, particularly the lower class, underprivileged or working class. As noted, the researcher is of the view that water shortage and the drought that affected Western Cape Province, including Stellenbosch, does not reflect incompetency on the part of the Municipality as they occurred as a natural phenomenon. However, there is a room for improvement to ensure an effective and efficient water supply at Stellenbosch Municipality. More importantly, the researcher is of the opinion that it is necessary for the Municipality to regularly review its current water saving strategies and water sources to identify gaps and areas that need betterment in order to address them.

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## Appendix: Questionnaire as a Data Collection Tool

This questionnaire serves as a data collection tool in order to evaluate the effectiveness of water supply at Stellenbosch Municipality’s Kayamandi and Rozendal areas. The participants will be kindly required to express their views and thoughts about the water supplied by Stellenbosch Municipality in their respective areas of jurisdiction. Given below are the questions listed:

1. Tick your gender in the box: 

Male	Female
------	--------

2. Tick your age group in the box: 

Youth	Adult	Elderly / Older person
-------	-------	------------------------

3. Tick education level you have you achieved in the box: 

Primary	Secondary	Tertiary
---------	-----------	----------

4. Tick your employment status in the box: 

Employed	Unemployed
----------	------------

4.1 Tick your class category in the box: 

Lower/Working class	Middle class	Upper class
---------------------	--------------	-------------

5. Are you familiar with basic services provided by Stellenbosch Municipality? 

Yes	No
-----	----

6. Water supply is one of them. As such, can you share whether you are satisfied or dissatisfied with water supply in your household and the reasons thereto?

.....

7. Do you think that water supply by the Stellenbosch Municipality is sufficient enough for you and your neighbourhoods? 

Yes	No
-----	----

Based on question 7, how much water or volume of water do you think a citizen needs on a daily basis?

.....

8. Are you aware of water shortage in the Western Cape province? 

Yes	No
-----	----

8.1 Can you briefly share how the shortage of water is affecting your life or community in general?

.....

8.2 Furthermore, can you briefly explain how is the newly introduced water restriction affecting you personally?

.....

9. Since the new water restrictions were implemented, have you ever been penalised for exceeding your daily or monthly water limit? 

Yes	No
-----	----

10. Do you find the volume (in litres) of water usage per month sufficient for you? 

Yes	No
-----	----

10.1 Can you share your opinion on why you think that way?

.....

11. Can you share your advices on how one can utilise water sparingly?

.....

12. How do you view water supply at Stellenbosch Municipality in terms of quality and cleanness?

.....

13. What gap or aspect of water supply is ineffective or inefficient at Stellenbosch Municipality and what do you think the Municipality should do?

.....

14. Are you actively involved in service delivery matters at local government?

Yes	No
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14.1 If your answer is No, can you briefly explain why you are not active?

.....

14.2 Do you foresee yourself participating on local government matters in future?

Yes	No
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14.3 If you think that you still don't foresee yourself participating in future even after partaking in this study, can you briefly explain why?

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**Your participation in this research project is highly appreciated**