

**AN ANALYSIS OF THE POLITICS AND ADMINISTRATION NEXUS IN
MUNICIPAL POLICY MAKING: A CASE OF EMALAHLENI LOCAL
MUNICIPALITY, EASTERN CAPE**

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COMMERCE**



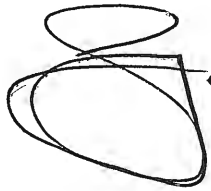
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DECLARATION

I, **MAXSON MXOLISI YAWA** declare that, this research project entitled: **AN ANALYSIS OF THE POLITICS AND ADMINISTRATION NEXUS IN MUNICIPAL POLICY MAKING: A CASE OF EMALAHLENI LOCAL MUNICIPALITY, EASTERN CAPE** is a product of my own work and has not been done or submitted in other University. The materials used in this dissertation have been cited and referenced appropriately.

 *Maxson*
01.09.2016



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Yunibethi ka Gqoqo

DEDICATIONS

This research is dedicated to the Yawa's family especially my mother who because of the history of South Africa could not get to where I have come academically but said, "I will do all I can to ensure my child attain what I could not in my lifetime".



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I would like to thank God and my ancestors for allowing me the opportunity to do this piece of work. Had it not been of the support of these supernatural powers, I am sure that it would have been a daunting task to pursue.

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ABSTRACT

This research entitled, "AN ANALYSIS OF THE POLITICS AND ADMINISTRATION NEXUS IN MUNICIPAL POLICY MAKING: A CASE OF EMALAHLENI LOCAL MUNICIPALITY, EASTERN CAPE" was aimed at assessing the challenges encountered by both political office bearers and public office bearers in policy making. Using a qualitative research approach that consisted of in-depth semi-structured interviews fused with secondary data, the study established that several factors act as barriers in realizing the politics administration relationship in the municipality. External interference in municipal appointments, cadre deployments and overlapping roles of political office bearers create antagonistic relationships between the two offices. The study, however, recommended that cadre deployment should be abolished to realize a fair and free appointment of officer bearers. External interference from high political offices should be dealt with to enhance the autonomy of the Municipal Manager and that of Executive Mayor. There should be monitoring and evaluation of the roles and duties of officials and political office bearers to avoid overlapping functions.

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LIST OF ABBREVIATIONS AND ACRONYMS

ANC	African National Congress
AG	Auditor General
DA	Democratic Alliance
DPSA	Department of Public Service and Administration
DLGTA	Department of Local Government and Traditional Affairs
GMRDC	Govan Mbeki Research Development Centre
IDP	Integrated Development Plan
MEC	Member of Executive Council
MM	Municipal Manager
NCOP	National Council of Provinces
NP	National Party
PRC	Presidential Review Commission
PSC	Public Service Commission
MSA	Municipal Structures Act
NPM	New Public Management
MEC	Mayoral Executive Committee
MFMA	Municipal Finance Management Act
MSA	Municipal Structures Act
SALGA	South African Local Government Association
SAMWU	South African Municipal Workers Union
USA	United States of America
UREC	University Research Ethics Committee

CHAPTER ONE

INTRODUCTION AND SETTING OF THE STUDY

1.1 INTRODUCTION

According to Babbie (2001:18), all of us do research in our everyday lives, but scientific research is subjected to certain requirements, distinguishing it from everyday human investigation. A definition of scientific research gives an indication of what these requirements are: Social Science research can be defined as a collaborative human activity in which social reality is studied objectively with the aim of gaining a valid understanding of it (Mouton & Marais, 1990:7).

Defining Politics-Administration relationships has been a constant debate amongst administrative theorists since the days of Cameron (2003:53). Svava (2001:178) writes that, to avoid slipping back into the view that public administration began the dichotomy but moved into broader roles, it is helpful to have an alternative interpretation. There has been an implicit model for defining political-administrative relationships from the beginning, and this model is important for understanding the current and future of public administration. Svava further writes that, the complementarity model of politics and administration is based on the premise that elected officials and administrators join together in the common pursuit of sound governance.

At the heart of the practice of public administration is the relationship between municipal chief officials, on one hand, elected office-bearers and the citizens, on the other hand. The nature of the relationship and the proper role of municipal chief officials in the political process have been the subject of considerable on-going debate for decades.

The post-apartheid local government and municipalities, in particular, are grappling with the challenges of providing proper services to all its citizens equitably, thus increasing the South African government's primary target group from approximately 4 million to 50,1 million (Cameron, 2010:28). This chapter presents a brief conceptual and contextual background to the research. By defining the problem, the

chapter also presents the research questions and objectives as well as preliminary literature review and methodology.

2. BACKGROUND AND CONTEXT OF THE STUDY

The notion of political neutrality of the municipality service is a distant mirage in relation to municipal chief officials (Wamala, 1986:11). The public service is, therefore, not a totally depoliticised and politically neutral institution, especially at the higher echelons of management. Perhaps the issue that should be debated is the extent to which the municipal service should be politicised because to expect total political neutrality of the municipal service is to ignore the primacy of politics. This is because it is politics which shape and define not only the organisational structure but also the content of the public service. Nengwekhulu (2009:344) writes, "In politics, people want to employ in higher municipal posts individuals they consider supportive of the political and ideological direction of the government".

In the municipal sphere of government, various functions are performed, and various processes are carried out to develop the environment and promote the general welfare of the citizens. For the purpose of this research, such functions are grouped into the legislative, executive and judicial functions. The executive functions are divided into the administrative, operational/functional, and auxiliary functions. The administrative functions are classified into six main processes, namely, the:

- Policy process;
- Financial process;
- Organisational process;
- Personnel process;
- Procedure process; and
- Control process (Meiring, 2001:48; Meiring, 1988:81).

The policy process can, for this study's purposes, be classified into three main functions, namely, policy-making, policy implementation and policy evaluation (Meiring, 2001: 51). The municipal role-players, in this regard are the;

- Elected councillors in the municipal councils;
- Political office-bearers in the executive or mayoral committee;
- Municipal chief officials; and
- Municipal supervisors. (Local Government: Municipal Structures Act, 1998 - Act 117 of 1998 - sect. 8, 18, 32, 57 and 82)

The co-operative interaction between the above-mentioned role-players in policy-making forms the basis of the investigation of this study. "This co-operative interaction is influenced by the role that decisions, facts and values play in policy-making" (Hanekom & Thornhill, 1983:76, 83). Meiring (2001:47- 48) writes that "decisions are made at each level, and it is the aggregate of these decisions that constitutes the final decision and thus policy". From this, it is clear that a specific relationship exist between decision-making and policy-making. The co-operative interaction between political office-bearers and chief officials, especially in the changing of executive policy (for example laws) into departmental/administrative policy, is problematic.

Therefore, for policy to be effective and efficient in the realisation of both the political will of the ruling political office-bearers who govern and the chief officials who administer populace, the political office-bearers should allocate sufficient resources to chief officials. If they are serving twin mandates of being administrators while they have been deployed politically, they should act impartially and ensure that they do not overlap into each other's functions and authority including responsibilities in order to minimize role conflict.

Role conflict might be stimulated by the differences in resources controlled by chief officials and political office-bearers. These could be very dramatic differences. The chief officials supervise hundreds (even thousands) of personnel that have to get the work done. They also control the physical resources, which constitute the only places and equipment capable of doing the work (short of large-scale contracting).

In addition, the chief officials controls all the department's existing information and records and probably has sole access to the established sources of new information. A mayor who tries to demand either staff efforts or any quantity of information from the municipality must accept the form of that effort or information and the assurance that nothing is being withheld. Apart from threatening discipline or retribution if they do not appear to obey fully, there is nothing a mayor can do to check on the municipality's response (Thornhill, 2008:34).

The Presidential Review Commission (1998:2) states that, as can be expected, a number of mayors and municipal chief officials assume office without any previous experience or in some cases, formal training. Often, they were appointed to ill-equipped offices without any "phasing in" or formal hand-over from their predecessors. This, combined with a general distrust of chief officials from the previous order, could only exacerbate the existing sense of insecurity and incapacitation. Compounding this is a lack of clarity of roles between elected and

Politicisation of the municipal chief officials should not prejudice deserving and well qualified apolitical candidates, thereby jeopardising the future of service delivery. Appointed municipal chief officials and elected political office-bearers should understand their roles, responsibilities and authority so as to avoid encroaching into one another's responsibilities.

This study investigated the interface between municipal political chief officials and councillors in Emalahleni Local Municipality in the Eastern Cape. Emalahleni Local Municipality is located in the in the Chris Hani District of the Eastern Cape. Like most local municipalities in South Africa, the political management is composed of a council with the mayor, while the administrative management is headed by the Municipal Manager. Economically, Emalahleni is one of the poorer municipalities in the Eastern Cape with about 55% youth unemployment (Stats SA, 2011) and in terms of services, about 11.8% have flush toilet connected to sewage (Stats SA, 2011). This huge socio-economic reality makes the urgency for municipal performance greater and thus sets the tone for the definition of the research problem.

3. RESEARCH PROBLEM STATEMENT

In South African municipalities, there are tensions between municipal political office-bearers and municipal chief officials, thus leaving chief officials sometimes feeling that their political counterparts have overlapped and interfered in their activities. This occurs despite the existence of a plethora of legislative framework, policies, by-laws in the municipality that guide the conduct of both the political-office-bearers and chief municipal officials. According to Mafunisa (2012:556), municipalities are confronted with problems such as undue influence of political authority, that is, the mayor interfering in supply chain management decision-making processes and the executive mayor and municipality manager being senior members of the same political party (leadership role clashes). Moreover, numerous government reports like the Auditor General (2013), State of Local government report (2009) and the Local Government Turnaround Strategy (2009) indicate that these political tensions have been one of the root causes of poor performance in many municipalities. Indeed, the 2012/2013 Audit outcomes in Emalahleni showed stagnation in audit outcomes with disclaimers three years running (AGSA, 2014: 165). One of the root causes for this situation, as pointed out by the Auditor General report, is the lack of consequences for poor performance and transgressions. This lack of consequences could be linked to the political tensions which perhaps are triggered by the relationship between political and administrative nodes in making policy- relevant decisions. This is what this research set out to investigate.

4. RESEARCH QUESTIONS

Flowing from the afore-stated points, this study's research questions are as follows:

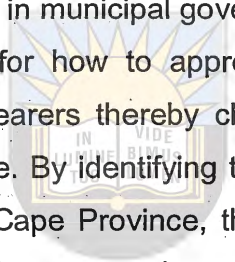
- a) To what extent do politics and administration interface problems affecting municipal policy-making in South Africa?
- b) What are the unique politics and administration interface challenges of municipal policy-making in Emalahleni Local municipality?
- c) What key recommendations characterising good policy relationship in this interface can be made in the case of Emalahleni Local municipality?

5. OBJECTIVES OF THE STUDY

- a) To determine the extent to which politics and administration interface problems affect municipal policy decision-making in South Africa.
- b) To critically analyse the extent to which the present political-administrative dichotomy affects policy-making in Emalahleni municipality.
- c) To make recommendations on best practices within this study's context.

6. SIGNIFICANCE OF THE STUDY

It is hoped that this study will not only advance findings or conclusions relevant to administrative and political relationships in municipal governance in South Africa, but also suggest propositions and ideas for how to approach improvements to the oversight role of the Political Office-Bearers thereby championing public financial accountability in Eastern Cape Province. By identifying the major challenges facing the Local Government in the Eastern Cape Province, the research study will offer recommendations that can improve audit outcomes in municipalities in the province.


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7. DELIMITATION OF THE STUDY

The study was conducted in Emalahleni Local Municipality which is an administrative area situated in the north-eastern part of the Chris Hani District Municipality in the Eastern Cape. Emalahleni Municipality was established during 2000 and comprises an extensive rural component. Much of the municipal area was formerly in the Transkei. It has a permanent population of 250 000 and density of 35/km² (90/sq mi). The quality of life in the rural villages is generally poor, marked by poverty and lack of access to services and amenities. Unemployment is high, and most households rely on social grants and remittances from family members working elsewhere. Agriculture is limited to low-level subsistence farming, producing enough maize for personal use and traditional livestock farming. The Municipal Manager is Dr Sitembele Wiseman Vatala and the Mayor is Nomveliso Nyukwana.

The municipality has been chosen as an ideal case study because the researcher sought to explore more on the relationship and co-operative interaction between municipal political office-bearers and chief officials in the making of executive and

departmental policymaking at the Emalahleni Local Municipality (Emalahleni Municipality IDP, 2013/14).

8. PRELIMINARY FRAMEWORK FOR THE RESEARCH

This MPA mini-dissertation consists of the following prescribed five chapters:

Chapter one gives an introduction and general orientation to the study. The chapter describes and explains the problem statement, background to the study, objectives of the study, significance, scope and limitations of the study, terminology and clarification of terms and concepts used in this study. Essentially chapter one indicates what the whole study entails.

Chapter two presents the literature review based on the distinguished opinions and views from secondary sources and from different researchers and authors whose work is significant in this particular research field. Chapter two also provides three frameworks for the study, namely: a legislative framework, theoretical framework which is based on the systems theory, a conceptual framework which deals with the nature and place of the politics/policy and administrative co-operative partnership between political office-bearers and chief officials in policy-making. The role of political office-bearers and chief officials in policy-making and the politics-administration dichotomy is further discussed.

Chapter three discusses the research design and methodology of study. The purpose of the chapter is to describe the instruments used in the research and outline the research techniques used to evaluate the cooperative role of political office-bearers and chief officials in committees and in municipal policy-making. The requirement to obtain permission to conduct research was explained, including the research design, approaches and strategies used in the study were. Additionally, the research methodology, consisting of the population, samples used, data collecting instruments and procedures used were described and explained, including the adherence to specific ethical considerations in the study.

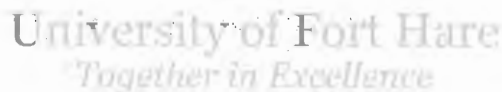
Chapter four deals with the analysis, interpretation and presentation of the data collected during the empirical testing. The purpose was to analyse, interpret and evaluate the collected data and available public documentation and applicable

literature to organise the research findings around the research objectives to be able to test or verify, confirm or refute with evidence the problem and problem questions. Appropriate analysis techniques were used to analyse the data scientifically.

Chapter five is the concluding chapter and summarises the critical findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the political-administration dichotomy were summarised and recommendations to prevent problems were be provided.

9. CONCLUSION

This chapter set out to give an introduction which was a highlight of what the research study entails. It also shed light on the rationale of the study and gave reasons for undertaking a study on Political and Administration Interface in the Emalahleni local municipality. Furthermore, research questions, as guides to this research, were clearly articulated. Aims and objectives of the study were brought out, and the significance of the study findings was explained.



Limitations to the research study were brought out, and definitions of the key terms used in this research project were given. The following chapter sets out to give the theoretical framework upon which this study is based. The chapter also highlights other research conducted on interface elsewhere and in the area under study. This was done through an extensive review of available literature.

CHAPTER TWO

LITERATURE REVIEW ON THE NATURE AND PLACE OF POLITICAL AND ADMINISTRATIVE POLICY-MAKING INTERFACE

The aim of the literature review is to critically review the work of other writers that supports or refute the existing views. A review is a new examination of something with the possibility or intention to change it, if this is considered desirable. Acknowledging and citing relevant works is the responsibility of the researcher. A literature review is, thus, a critical exposition or summary of research topics of interests, generally prepared to put a research problem in context or to identify shortcomings, problems and weaknesses in prior studies so as to justify a new study (Polit & Hungler, 1993:439). It is a major theoretical work related to the proposed study, thus indicating the theoretical and conceptual (and where required the legislative) perspective and framework the researcher has developed for the study.

In a study by Luyenge (2011) on an evaluation of the co-operative interaction between political office-bearers and chief officials in the provision of houses in the Eastern Cape: King Sabata Dalindyebo local municipality (2009 – 2010), it was depicted that close cooperation among chief officials, politicians and officials was essential for the effective delivery of housing services in the municipality. This study shows similarities to the present study since since the cooperation of the above-mentioned group was necessary in realising a sound policy-making relationship in Emalahleni municipality. However, the gap emanates from the formulation part of policy-making because the aforementioned study mainly focused in the outcome part and seems not to have recognised that close cooperation should be fostered at grassroots levels before implementing any policy.

A study by Ndudula (2013) focused on an analysis of the politics-administrative interface and its impact on delivery of municipal services in Mngquma Local municipality. The study corresponds with this study because it was aimed at assessing the effects of the political infighting and clashes between politicians and administrators of the municipality which compromised service delivery and contributed to poor service delivery protests in the municipality.

Basing on the above studies, it can be deduced that both of them did not clearly analyse the main causes of the politics administration interface in relation to policy-making. The latter study was aimed at assessing the effects in the process neglecting the root cause of poor service delivery which lies in the policy-making arena. Furthermore, it can be deduced that both studies' emphasis is more on the service delivery part. For instance, Luyenge's study assessed the relationship of chief officials and political office-bearers in housing delivery, thus focusing on the end product instead of establishing an enabling platform for doing so. In that sense, this study is arguing that effective delivery of services can be realised through the cooperation between officials and political office-bearers in the municipality because formulation of good policies is the recipe for an efficient and effective municipal service delivery.

Moreover, policy-making lies at the core of every developmental objective a municipality can undertake, hence the policy-making relationships need to be maintained, sustained. Moreover, it is important to avoid conflicts so as to have competent municipal staff ready to effectively deliver services as part of executing their public duties. Having analysed the past research to establish a theoretical background, this study, therefore, sought provide an analytical assessment on the nature of the politics administration relationship in Emalahleni and ascertain whether the cooperation has been enabling in formulating policies that govern the municipality. The study aimed at closing the policy formulation gaps which were not identified by previous studies at grassroots level and provide alternative strategies on how municipalities can influence the administration politics interface to improve service delivery in communities through efficient and effective public policies. The next section focuses on the conceptual background for municipal policy-making in South Africa.

2.2 CONCEPTUAL BACKGROUND FOR MUNICIPAL POLICY-MAKING

2.1.1 POLITICS

Hanekom et al. (1996:126), in Mafunisa (2003:86), posit that politics refer to the aspiration for and or retention of power over a jurisdictional area and its inhabitants by individuals or groups of individuals whereby there is authoritative allocation of

values in order to regulate or accommodate conflict within the community concerned. Mafunisa (2003:86) further discusses politics as, during election campaigns, candidates are said to be attempting to gain power, and the candidates or political parties that win the election will be in a position of power where they can allocate their values authoritatively to the community. Political values refer to policies formulated by political office-bearers. Thornhill (2005:117) states that it is important to refer to politics as one of the most significant phenomena in the public sector. In this regard, it does not imply only party politics, i.e. the politics of a political party, but refers to the process of decision-making, namely: who receives what, when, where and how; a conflict resolution process which determines the apportionment of resources; the process by which power is applied in order to determine whether and how government is to be exercised in any given area; or the apportionment of values.

From the above conceptual framework of the politics, administrative dichotomy and interface, it is quite evident that politics is seen as what Meiring (2008) calls “the realization of goals of the dominant political party”. Since politicians are the one responsible for making policy, chief officials can get involved in the impartial non-partisan implementation of such policies. This incorporates administrators at all levels of government. However, there has not been such a scenario of administrators who do not belong to any political grouping in South Africa. Therefore, there should be a strong work ethic amongst administrators to serve both their political deployers and the public.

2.1.2 PUBLIC ADMINISTRATION EXPLAINED

Cloete (2001:14) reasons that “when two or more individuals co-operate to achieve an objective means, that an activity has taken place”. It should be borne in mind that Public Administration (the discipline) is different from public administration the phenomenon. Public administration lies in the political arena, that is, the highest decision-making level, whilst the public administration is located at an administrative level (chief officials). The chief official is an accounting officer accountable to the political head MEC, Minister, or Mayor who, in turn, is accountable to the legislature or council. Secondly, political and administrative heads (mayor and municipal manager) have distinct functions that they perform in a municipality; however, their

cooperation is always inseparable since the former represent political party interests whereas the latter stands as an accounting officer - usually non-apolitical. The politics-making relationship at this juncture should be understood to realise the effective implementation of policies, as denoted by former President Mbeki on his 6th official opening of parliament.

Mafunisa (2003:86) describes Administration as the provision of goods and services to members of the public with the aid of the administrative and auxiliary functions. Administrative functions include policy-making, organising, financing, personnel provision and utilization, determining work procedures and control. Auxiliary functions include research, public relations, record keeping, providing legal services and decision-making. The public service is responsible for administration or the execution of policies formulated by political office-bearers. Thornhill (2005:180) describes administration and management as the enabling functions significant to give effects to political decisions or policies.

In his view, Administration should provide much focus on the establishment of an enabling framework for the performance of duties. This is subdivided into systems and processes for policies making, development of organisational structures, a system for the appointment and utilisation of human resources, a system for the acquisition and utilisation of financial resources. Moreover, it is a system to ensure that work methods promote efficient and effective service delivery and ensures effective control so that public accountability can be maintained.

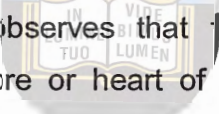
Bayat and Meyer (1994:4) observe that public administration is "that system of structures and processes operating within a particular society as the environment, with the objectives of facilitating the formulation of appropriate governmental policy and the effective and efficient execution of the formulated policy".

The Constitution of the republic of South Africa (1996), as amended, states clearly that public administration should be governed by the democratic values and principles. It, thus, indicates that a transparent mechanism is needed in order to realize a particular service. In the study of Public Administrative exists an activity by more than one person or institutions, namely, a council, officials and the citizen. Ijeoma, Nzewi and Sibanda (2013:22) elaborate further that Public Administration is the management and implementation of the whole set of government activities

dealing with the implementation of laws, regulations and decisions of the government and the management related to the provision of all public services, finance, health, education and sanitation, among several others. This definition seems to point out that Public Administration is meant to deliver services using the prevailing legislation.

The above explanations stress that Public Administration (as a discipline) and public administration (as a field of study) are different. It can be deduced from the various definitions that public administration operates in the presence of three groups of functions such as judicial, legislative and executive functions. Such functions entail the provision of services and illustrate the activities done in public entities by officials as part of executing their duties in municipal service delivery.

2.1.3 THE INTERFACE



In South Africa, Cameron (2003:53) observes that the Politics Administration Interface should be regarded as the core or heart of public administration. The dichotomy is geared towards fostering relationships between administrators and political office-bearers as well as the public. It should be noted in Cameron's view that the interface in South Africa contradicts the dichotomy and propagates for a complementary model to be adopted so that politicians and administrators operate uniformly in harmony in the public service. Furthermore, in South Africa, the 'political-administrative interface' generally occurs at these levels, especially between political office-bearers, chief officials and officials). It is also at these local levels in municipalities where tensions, as a result of role conflict or competition, are known to have occurred. In that sense, therefore, administrators such as MECs, Executive Mayors, Municipal Manager, Cabinet Ministers and Members of the National Council of Provinces (NCOPs) cannot be isolated from being politicians; instead, they are the strategic tools through which public policy can be implemented.

Furthermore, these bodies continue to make a great deal of contribution towards the advancement of the lives of South Africa in the immediate, near and greater future since they complement and supplement political actions. According to Cook (1996), as cited in Svava (2001:179), the complementarity entails separate parts, but parts that come together in a mutually supportive way. One fills out the other to create a whole. Complementarity stresses interdependence; respects for political control

along commitment to shape and implement policy in ways that promote the public interest; deference to elected incumbents along with adherence to law and support for fair electoral competition; and appreciation of politics along with support for professional standards. Heady (1984:408) argues that the issue is not whether public administrators are 'instrumental or supportive' (the standard dichotomy and interface options) but how they are both instruments and contributors to the political process, which is instrumental and constructive. Harmon (1996) contends further that complementarity reconciles what seemed to be contradictory - even paradoxical aspects of public administration. His argument is based on the question: how can politicians maintain control and, at the same time, allow administrators to maintain their independence to adhere to professional values and standards and to be responsible to the public? Svava (2001:179) reasons further that the notion of reconciling emanates from acknowledging the reciprocating values that underpin complementarity. Friedrich (1940:19) states further that theoretically elected officials could dominate administrative practices; however, they are limited by the adherence to administrative competence and commitment. On the other hand, administrators can take advantage of their resources to become self-directed because just like elected officials, they are restrained by a commitment to accountability in the complementary relationship.

Deducting from the above discussion, it can be argued that administrators, in their execution of duties, are under considerable pressure from politicians and the general public to account for their actions as part of the required mandate from their positions. Democratic accountability also ensures transparency in the service delivery mechanism. It has been realised also that at local level, chief official, political office-bearers and official at different positions should complement each other in their duties and in formulating and implementing policies that govern the public. Conflicts at this stage need to be minimised to enhance municipal service delivery.

2.2.1.1 Political functions of municipal councillors

Paradza, Mokwena and Richards (2010:43) assert that councillors are the intermediaries between the municipality and the residents. In order to perform their roles, they have to interact with both residents and municipal officials. According to Makana municipality (2014:1), municipal councillors are required to perform an

oversight role of the municipality functions, programmes and the management of the administration. Municipal councillors are the ones mandated with all the power at local government level. The powers include legislative authority as well as authority to enact laws into effect (executive authority). The Constitution of South Africa (1996) stipulates that municipal councillors have executive and legislative authority over the matters set out in Part B of schedule 4 and Schedule 5 of the Constitution. Moreover, municipal councillors are required to administer any other matter assigned to them by national or provincial legislation. In administering the matters assigned to local government, the municipal council must strive within its capacity to achieve the Constitutional objects of local government.

2.2.1.2 Role of political parties in policy-making

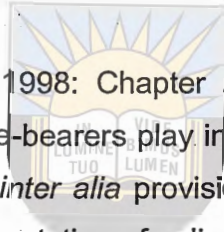
Matlosa and Shale (2008) observe that political parties are defined by their features which comprise their obligation to capture government power and control public policy-making, whereas their impact on the political system is broader and complex. The authors remark further that political parties play a central role in democracy building. Their argument lies on the fact that democracy is unthinkable without political parties, hence a policy-making environment requires political parties to provide conflicting or constructive criticism to the present governments.

In that regard therefore, Heywood (252-255) in Matlosa and Shale (2008) developed six main functions of political structures in any democratic system, namely: representation, elite formation and recruitment, goal formulation, interest articulation and aggregation, socialisation and mobilisation and organisation of government. These functions are important in ensuring that ruling parties exercise principles of good governance through public accountability. It can be deduced further that political parties in policy-making are the voice for the voiceless people, which is why they lobby for public policies which govern the people through improved service delivery.

2.2.1.3 Co-operative interaction between political office-bearers and chief officials in facts and values for policy-making

According to Weber in Fry and Nigro (1996:37), a political office bearer in a democracy provides direction to policy and expression to a common interest. Weber argues further that the honour of political office-bearers rests in their personal,

ethical responsibility for their actions. Mafunisa (2003:97) endorses that those political office-bearers in policy-making take a stand and become passionate. The author argues that such a role is opposed to that of public servants who are often responsible for impartial administration to their offices. Weber reiterates further that public servants experienced their honour through their ability to execute conscientiously the lawful orders of superior political authorities. In performing their duties, a sense of duty is more important than personal opinion. There is a function of impersonal, passionless application of rules. This discussion shows that political office-bearers have little impact on how the municipality should be run since they follow a chain of commands which direct events and formulate policies that govern a municipality.



The Presidential Review Commission (1998: Chapter 2:7) claims that there are various roles which elected political office-bearers play in the policy-making process in a municipality. The functions include *inter alia* provision of the vision and policy direction, overseeing and monitor implementation of policy, securing from colleagues support in the form of necessary resources for their ministries and departments and effectively carrying out policy. The roles further include representing the ministry in Cabinet and Parliament, accounting publicly for the performance of the department, to account to the legislature for their actions and to take collective responsibility for Cabinet decisions.

Deductions from the role of chief officials and that of political office-bearers show that they all have different functions to perform in a municipality, although they work towards uniform goals of achieving municipal objectives such as efficient and effective community service delivery. One more important deduction is that in executing their duties, both parties should exercise accountability and transparency, which are the recipes for a vibrant municipality and effective implementation of policies.

2.2.2 Levels in policy-making and co-operative interaction between political office-bearers

Emerging literature suggests that the roles played by political office-bearers and officials are intertwined and difficult to separate. According to Kramer (1981:398), contemporary public policy-making involves both political and administrative

components. The author is of the idea that, in as far as policy-making is concerned; none of the two components are required not to play a role or play a less role than the other. The municipal councillors propagate for effective community service delivery and accountability of officials in the manner they use public resources as well as advocating for salary increments. Friedrick and Mason (1940:401) elaborate further that "politics and administration play a continuous role in both formation and execution though there is probably more politics in the formation of politics and more administration in its execution".

It can be deduced, therefore, that a non-competitive attitude between political office-bearers and officials, in relation to policy-making, forms the basis of an efficient and effective service delivery; thus, cooperation is vital. Carson and Harris (1994:10) argue further that public administration has been described by contemporary authors as the close cooperation of policy functions with the common purpose of enforcing public policies. Collaborations, in the context of public administrative politicians and administrators, has been emphasised by Meiring and de Villiers (2001:73) since it breeds production. The Constitution of South Africa (1996) consented further that discipline and phenomenon needed not compete; instead, they should complement each other as a scientific obligation and a constitutional imperative.

From the above discussions, therefore, it can be deduced that for public policies to be effectively formulated and implemented, there should be a close cooperation of political office-bearers and officials. Their complementary roles are important in the departmental levels since chief officials rely on advice from politicians on the formulation of policies. Political officials and chief officials need to work together in order to be productive. An executive policy had to be implemented by officials much as the administrative policy had to be approved by the executive before its implementation. Furthermore, the mutually beneficial relationship of officials and politicians is fundamental in avoiding conflicts since effective policy-making forms the basis of a sound and well-functioning administration as well as improved service delivery.

A participatory approach is required between officials and politicians at each level of policy-making since this will assist in identifying service delivery gaps in communities and help improve the quality of services rendered. Furthermore, it had been

deducted that close cooperation between officials and political office-bearers minimised conflict in the execution of policies. To this end Meiring (2001:166) argues that changes in accordance with the needs of the citizens are continuously met through the nature and place of policy implementation. This entails that proper formulation of public policies to address specific problems is tantamount to improved service delivery.

2.2.2.1 Municipal political policy

In Public Administration municipal political policy is when political parties make their political policy that governs a municipality. Ismail et al. (1997:160) ascertain that officials draft the policy proposals for submission to their councils. Given their technical expertise, they advise councillors on appropriate policy positions. However, it is still the councillor's responsibility to take the final decisions on policy matters. Councillors and officials together constitute the management of a municipality, and they both have a say in municipal policy formulation. The quality of their relationship is, therefore, a critical factor in effective local government. The relationship between the chief officials (in particular the Municipal Manager) and political office-bearers (councillors) is especially important for a successful partnership between the political and administrative wings of municipalities (Mle, 2012).

2.2.2.2 Municipal executive policy

Executive policy refers to the policy made by a legislative institution such as a municipal council, for example, by-laws and regulations. The mayoral executive system of governance, executive leadership, is vested in an executive mayor assisted by a mayoral committee (Mle, 2012). A municipal council with more than nine councillors must have a mayoral committee appointed by the executive mayor. The mayoral committee must consist of the deputy mayor (if any) and as many councillors as may be necessary for the effective government, provided that no more than 20 per cent of the councillors or ten councillors, whichever is the least, are appointed. Council may decide that some of the executive mayor's powers and functions be exercised and performed by the executive mayor, together with other members of the mayoral committee.

2.2.2.3 Municipal departmental policy

A municipal departmental policy refers to a policy which has been approved by the municipal manager as the accounting officer and head of administration, irrespective of where the policy has been initiated. In the opinion of James (1992), "departments have a very powerful hold on the policy process. Wherever the initiative for a policy emanates from, whatever information and advice is gathered to inform the decision, the actual proceedings of the decision are firmly in the hands of the civil servants responsible for that area". It should be highlighted that only higher authority has a closer check or influence on departmental policy. This made some critical thinkers to claim that only the principals exercised the "policy core" in the public sector. Other scholars such as Whitehall and Routledge (1992) believe that the mandate "to carry out policy rather than to help shape it (although the chief executive must, in practice, offer advice to ministers, for instance, in arrangements for paying income support) would be made without the advice of the chief executive of the Benefits Agency".

2.2.2.4 Operational policy

Basi (1968:23) explains that at this level, all intervention programmes or operational activities to effectively deliver services are done. The author reiterates further that mid-levels are responsible for setting mid-term goals and directions and developing the plans, procedures, and processes used by lower levels; this is where supervision regulates clear operational mechanisms to render a service. The study asserts that role players are given specific operations at this level with all the guidelines. In the words of Thornhill and Hanekom, (1979:51), "the implementation of a work program is, thus, the mobilization of resources into specific outputs, that is, the public service".

Meiring (2001:73) contends that this decision-making was important in its own right. Moreover, the three top levels were responsible to provide strategic direction of the organisation within the broad context of the strategic environment increasing globally. However, the formal part of a social system was only the tip of an iceberg. The essence of the latter was the informal sub-system within which personal bureaucratic political proposals and policies emerged. The first phase was concerned with initiation of action in that the broad and sometimes vague policy goals are transformed into practicable operational action.

The review of relevant literature provides some deductions, that policy-making in the area under study is a formal process at all levels although it differs in operation where a more tangible approach is implemented. The applicability of this policy entails cooperative human elements within its procedures coupled with efficient leadership and sound governance. From these sentiments, it can be depicted further that the levels are facilitate rendering services to communities. Meiring (2001:73) and Basi (1969:23) maintain that policy implementation constitutes two phases that is, planning and programming. These two phases provide an enormous basis for the policy-operation to be easily applied and achieved at that level.

The study argues further that operation is credited to effective planning and programming in the upper levels of policy-making. The senior officials have to make resource flow efficient to enhance the operational level in order to obtain the intended outcome or goals. For example, after politicians propose a policy, the public officials who are the implementers program determine how much resources are needed to effectively implement policy. The cooperation of senior management is also pivotal in task distribution and playing an oversight role.

2.3 THEORETICAL FRAMEWORKS FOR POLITICAL VERSUS ADMINISTRATIVE RELATIONSHIP/INTERFACE

Scientific research encompasses specific activities coupled with strong intellectual and conceptual elements such as reading, thinking, reviewing information and theorizing ideas. Deductive reasoning, creativity and insight are required in the study of Public Administration. Polit and Hungler, (1993:37) explain that "theory is the ultimate aim of science in that it transcends the specifics of a particular time, place and group of people and aims to identify regularities in the relationship among variables. A theoretical framework creates a base for a research so that findings can be justified. Hofstee (2006:30) concurs, "If you can't come up with a theory base that relates to whatever it is that you want to do, then the chances that it will work at all are slim." On this note, this study is based on the systems theory which shows the politics and administration relationship in policy-making in the municipality under study.

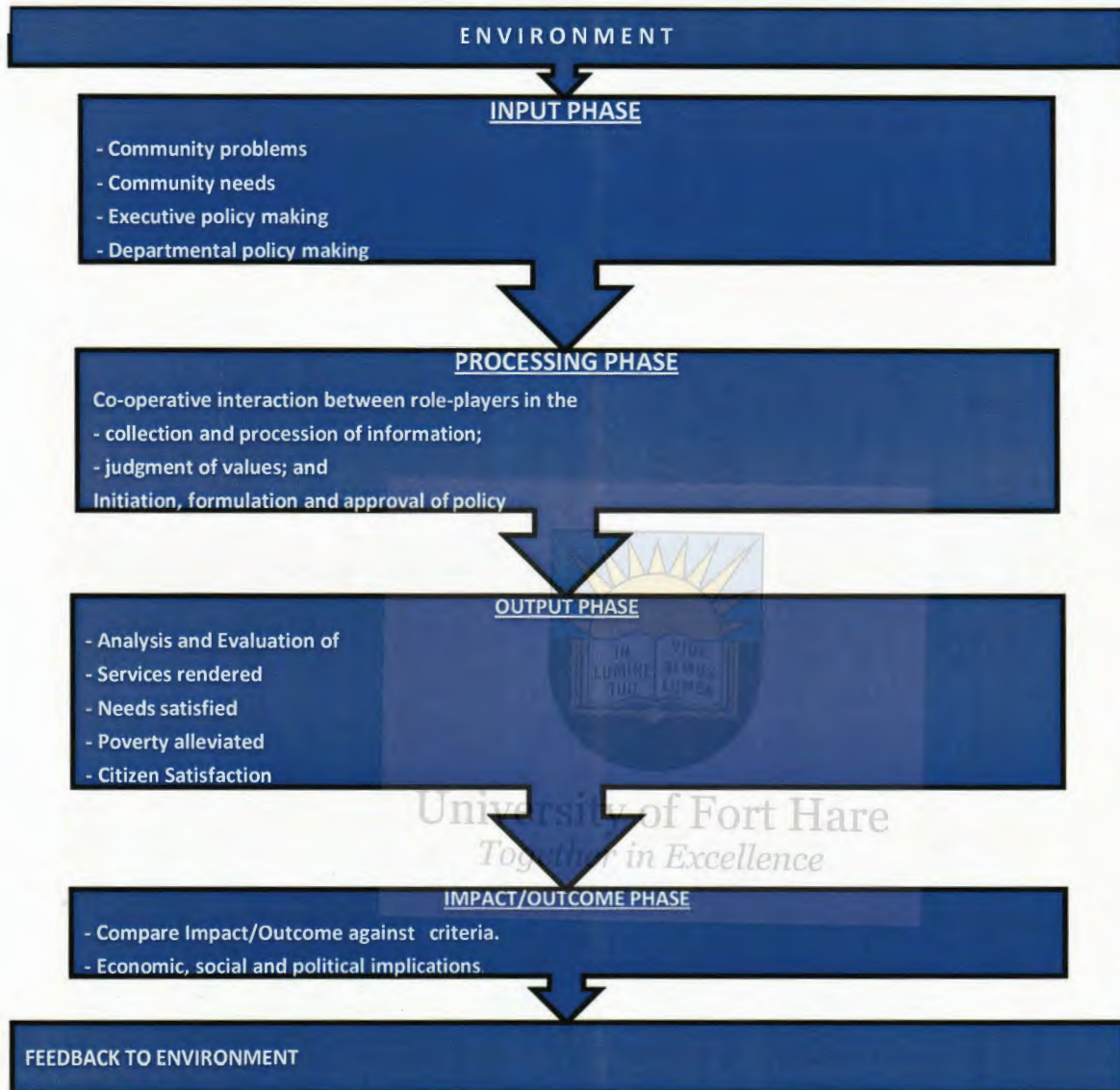
2.3.1 Systems theory

Various scholars contributed to the development of this theory. According to Terry (1977:27), systems theory assumes that all activities are inter-related, and a system can be thought of as an organized whole made up of parts which are connected and directed to some purpose. A system is, thus, an inter-related set of parts functioning as a whole with a single purpose, that is, to remain in balance (equilibrium) because the actions of one part influence the other parts and cause an imbalance (Smit & Cronje, 2002: 46). Systems are, thus, basic to human activities. Dye (1987:41) reiterates that the systems theory has essential phases or components and takes place in a specific environment. Each system has an input, processes, and an output. Stoner (1982:52) elaborates further that a system may be open or closed. A system is considered open if it interacts with its environment; it is considered closed if it does not. Meiring (2001:84) added the impact as a fourth phase, as illustrated diagrammatically below:



DIAGRAM 2.1: Phases of Systems Theory

University of Fort Hare
Together in Excellence



(Meiring, 1987:308, 2001:84; Hellriegel et al., 1999:713; Luyenge, 2011:26)

It has been deduced from the system theory that municipal systems of governance comprises a unified purposeful system composed of specific inter-related parts which interact internally and externally. The close cooperation between the three spheres of government (national, provincial and local) manifest themselves as stipulated in the legislative frameworks.

Scholars (e.g. Marx, et al., 1998: 32; Stoner, 1982: 53; Smit & Cronje, 2002: 46) argue that a system has flows of information which enter from the environment as inputs, undergo transformation processes within the system, and exit the system as outputs in the form of goods and services, which have a specific impact/ effect on the

environment. In the present local government, administration, political office-bearers and chief officials are responsible for making policies. The formulations of policies occur at four different levels, which is an imperative in realizing the objectives of the municipality. It should be highlighted that of the four levels, policy implementation is the crucial step which needs to be more practicable and hands-on for the implementation to be successful. This study, therefore, is geared towards drawing the nexus on the politics administration relationship in Emalahleni municipality.

The systems theory, therefore, was used to determine how the relationship between officials and political office-bearers in policy-making has managed to improve the quality of services rendered by the municipality. The theory maintains that as system chief officials, political office-bearers and officials are supposed to work together as a unified system to achieve the goals and objectives of the municipality in as far as service delivery is concerned. The next section focuses on the legislative frameworks that inform the policy-making relationship between official and political office-bearers in Emalahleni municipality.

2.4 LEGISLATIVE FRAMEWORKS UNDERPINNING POLITICS-ADMINISTRATION INTERFACE IN SOUTH AFRICA

The political-administrative interface is critical to understanding why this interface is important for municipal policy-making and effective public sector governance. Miller and McTavish (2009) in De Visser (2010:56) define the political-administrative interface as 'the intersection of leadership roles within...a tradition of a dichotomous relationship between political and administrative realms'. This definition clarifies that although the roles of elected and appointed politicians are traditionally distinct from those of professional and career civil servants; this distinction is becoming increasingly blurred as the roles intersect at a certain point. Against this background, therefore, in South Africa, politics and administration are guided by the legal frameworks as described below.

2.4.1 The Constitution of the republic of South Africa, 1996 (Act 108 of 1996)

The administration politics interface in South Africa is guided by Section 151 (1) of the Constitution which states that "the local sphere of government that consists of municipalities must be established for the whole of the territory of the Republic, with

the executive and legislation authority of a municipality being vested in its Municipal Council". Section 155 (1) of the above Constitution establishes and delineates the powers and the relationship between the categories of the municipalities. Section 155(i) states that a Category-A municipality is a municipality that has exclusive municipal executive and legislative authority in its area, while section 155(i) (c) states that a Category-C municipality is a municipality that has municipal executive and legislative authority in an area that includes more than one municipality. The significance of this framework rests in the relationship between the powers and functions of the distinctive municipalities that are implemented in the delivery of services to communities within the context of cooperative governance (Mokoena, 2009:1). The South African government's three spheres of government reflect transformation, decentralisation and democratisation initiatives since 1994. Section (41)(2) of the Constitution states that, "An Act of parliament must establish or provide for structure and institution to promote and provide appropriate mechanisms and procedures to facilitate cooperative governance and a smooth interface between district and local municipalities that is both politically and administratively". Reddy (2001:35) argues that good inter-governmental relations of the municipality organs create an effective politics administration interface that promotes local economic development in most communities.

2.4.2 Local Government: Municipal Structures Act, 1998 (act 117 of 1998)

Section 82 of the Local Government Municipal Structures Act, 1998 117 of (1998) stipulates that a municipal council is obliged to appoint a Municipal Manager who is the head of administration and also the accounting officer. The Local Government Municipal Systems Act, 2000 (Act 32 of 2000), attest to this stating that the appointed Municipal Manager should be in possession of relevant skills and expertise to perform the duties associated with the post. Cameron (2003:55) maintains that the relationship between administration and politics is not one of a servant-master relationship, but it is a more multi-faceted and complex relationship that requires one to observe the respective duties and roles of elected councillors, appointed officials, politicians and of the personnel corps more closely to be able to comprehend the political-administrative political interface.

Tahmasebi (2011:137) concurs that a division between the political-administrative functions helps different politicians to set the goals and executive objectives while the municipal chief officials are responsible for the implementation of the policies. Such a differentiation helps to avoid interference and overlapping into one another's line of work. Thornhill (2005:177) endorses further that politics should be acknowledged as one of the most significant phenomena in the public sector.

Deductions drawn from this framework are that it does not imply only party politics, i.e. the politics of a political party, but politics referring to the process of decision-making; to who receives what, when, where and how; a conflict resolution process which determines the apportionment resources; the process by which power is applied in order to determine whether and how government is to be exercised in any given area; or the apportionment of values.

2.4.3 Local Government Municipal System Amendment Act (No. 7 OF 2011)

The establishment of this framework was embraced by various opposition political parties but was widely disregarded by labour movements such the South African Municipal Workers' Union (SAMWU). Mbeleni (2011) denotes that "the legislation opens a new chapter in local government and helps to turn the sphere into responsive, accountable, efficient and effective local government system that will help services delivery and build a better life for all, of course that is if applied and adhered to". The framework clearly states that senior party office-bearers shall not occupy senior positions in municipalities. This was a strategy meant to recruit competent people with relevant skills and expertise to run public offices. Similarly, it was an important move to contain cadre deployment and maintain the political autonomy of local government. The significance of this framework is that in the administrative politics interface, municipalities will recruit professionals to the right positions as way of enhancing municipal service delivery. Moreover, the tendering processes which have bred fraud and corruption in South Africa can be controlled by such people who have knowledge to negotiate contracts and awarding tenders using the relevant and cost effective procurement strategies.

Moreover, the *South African Code of Conduct for Councillors*(SAMWU) as contained in Schedule 1 of the Municipal Systems Act 2000, prohibits a councillor from

interfering in the management or administration of any department of a municipal council unless mandated by council; give or purport to give any instruction to an employee except when authorised to do so; obstruct the implementation of any decision of council or a committee by an employee of council; or encourage or participate in any conduct which would cause or contribute to mal-administration in the council. Deducting from this framework, it can be argued that the act clearly speaks to the politics making relationship since the political role of councillors is not allowed to overlap into the work of officials, hence the politics administration interface.

2.4.4 The South African Local Government: Municipal Finance Management Act, 2003

Another legislative framework which informs the administration politics relationship is The South African Local Government: Municipal Finance Management Act, 2003. This framework stipulates clearly the relationship between the municipal manager, as accounting officer, and the political structures of a municipality. Section 76 of the Act states: that any action by a political office-bearer of a municipality against the accounting officer of the municipality solely because of that accounting officer's compliance with the provisions of this Act, is unfair labour practice based on the Labour Relations Act, 1995 (Act 66 of 1995).

Judging from the above frameworks, the separation of duties between the municipal manager and politician structures informs the relationship which should be practised without any interference in the functions of the other. If well interpreted, the separation of powers can help municipalities improve on the delivery of services since the municipal manager or political figures can formulate or implement policies in a cost effective manner. It has been further deducted from the study that good governance requires separation of the political functions from the administrative/technical ones, while at the same time, ensuring a clear point of connection between the two, since both functions are mutually reinforcing, hence the legal frameworks' provision of inter-dependence of administrative functions.

2.5 HISTORICAL UNDERSTANDING OF POLITICS-ADMINISTRATION INTERFACE

Historically, Woodrow Wilson is widely believed to have championed the politics-administrative interface with its roots in the dichotomy model. The dichotomy which emanates from the early administrative dichotomy model assumes that political interface in administration would erode the opportunity for administrative efficiency, that the policy-making activities of government ought to be wholly separated from administrative functions and that administrators had to explicit assignment of objectives before they could begin to development an efficient administrative system (Shafritz, 1985:415).

From the discussion, it can be deduced that in an attempt to have a broader understanding of the political-administration interface, it is fundamental to include contributions made by various scholars to enrich this theory from its evolutionary stage in the New Public Management (NPM). The following scholars have a meaningful input directly or indirectly towards a model called the politics-administrative interface.

2.5.1 Charles de Secondat Baron de Montesquieu (1689-1765)

This scholar is a 17th century French social and political commentator. His theory assumes separation of powers, which is a popular form government in many countries. The idea emanates from the West Minister form of governing, and it penetrated into the South African government system through the Constitution of 1996 which stipulates the three spheres of government (executive, legislature and judiciary). The prevailing dispute on the political administration interface at local government is rooted on the question of the extent to which the powers and functions of political and administrative office bearer's conflict with one another; if so, what remedial action to be taken to alleviate any possible tension. The Constitution clearly provides for the separation of powers and duties for politicians and administrators in the local government sphere. To this end, political office-bearers are mandated with policy-making whereas public administrators advise, reshape and implement policies efficiently in a cost effective manner.

2.5.2 Woodrow Wilson (1856-1924)

As a former statesman and President of the United States of America (USA), Wilson argued that administration should not be politicised, and he strongly condemns it in his politics administration dichotomy. Just like other scholars, Wilson viewed the administration politics interface in their own way. Wilson observed that "Administration lies outside the proper sphere of politics, and administrative questions are not political questions. Although politics set the tasks for administration, they should not be used to manipulate administration offices" (Wilson, 1887: 18).

His arguments were centred on lobbying for cooperation of politics and administration, with the aim of separating the roles and responsibilities between the two players in public administration. In his personal perception, Wilson acknowledges the significance of politicians but most importantly, the involvement of administrators in governing of the state attaining common objectives for its inhabitants. Deductions can be made from the South African context that there is strong antagonism among political parties and the three levels of government (national, provincial and local) between politicians and administrators as a result of interference on others' turf between the two - resulting in a collapse of relationship. The unclear definition of duties has persistently led to politicians and administrators going into loggerheads because of overlapping duties or interference with one another's jurisdiction.

2.5.3 Goodnow Frank Johnson (1859-1939)

An educator and a legal scholar by profession, Goodnow reinforced Woodrow Wilson and put emphasis and acknowledged that effective government will require that politicians and administrators each have a role to play in the operations of public entities. The significance of his theory is on accountability of the two office-bearers whereby politicians account to its constituency whereas administrators account to politicians. This means politicians and administrators have distinctive roles in public institutions; this is also applicable at local government. Indeed, if these roles are spelt out, there should be minimum conflict as administrators will provide professional services whilst politicians monitor implementation policies. South African legislation on local government provides the basic for politicians and administrators to appreciate their respective roles (Goodnow, 1900:83).

Deductions drawn from the aforementioned scholars have shaped and contributed to the building of the politics-administrative interface. The schools of thought are all vital in informing the conduct of relations between politicians and administrators in the local sphere of government in South Africa. The views and assumption of scholars such as Wilson, Goodnow and Montesquieu show that lack of understanding of the importance and definition of the respective role culminates to unwarranted consequences of conflict, thereby leading to poor service delivery by the two incumbents entrusted with the responsibility of managing local government institutions.

2.6 THE NATURE OF POLITICS AND ADMINISTRATION RELATIONSHIP IN POLICY-MAKING IN SOUTH AFRICAN MUNICIPALITIES

According to Demir and Nyhan (2008:83), the politics administration relationship has been a controversial debate in public administration for over centuries, and the debate has been rejuvenated by contemporary students of public administration, scholars and practitioners who often engage to speak on the subject. Shaw (2010) observes that ever since its inception, the politics administration relationship continues to affect public administration and the working relationship of politician and administrators, which is a threat to world democracies. Relevant literature suggests that the debate concerning the supremacy of administration over politics has been the order of the day during Woodrow Wilson's and Frank Goodnow's era. These ancient scholars tried to differentiate the two using their own conflicting ideologies, but none have helped to understand the debate up to modern day in South Africa. Several municipalities in South Africa have been poorly run, resulting in poor governance structures as a result of lack of clarity on which duties administrators or politicians should undertake, especially in relation to policymaking. This has greatly affected performance management of many public enterprises. Many public policies have not been benefiting local communities, as currently evidenced by service delivery strikes (Shaw, 2010).

Mafunisa (2000:93) admits that the public service in South Africa has been historically politicised following the ascendancy of National Party (NP) into power in 1948. The NP recruited members who were loyal to senior positions in the public

service. Such people were well acquainted with party politics and its policies such as racial discrimination, ethnicity, language and sex discrimination. Marais (1989:295) observes that the lengthy periods spent by the National Party allied civil servants contributes to the politicisation of public service, with civil servants gradually starting to adopt the government's ways of thinking. In that era, it was not easy to differentiate between the National Party (as the government-of-the day) and the public service.

Prior to attainment of independence in 1994, the politics-administration dichotomy or the relationship between political office-bearers and senior public servants came to life in the political development process in South Africa. Cameron (2010) supports this when he states that after the end of apartheid rule, politicization in local government started as partisan control of the bureaucracy whereby public officials governed public organisations by political rather than administrative norms. This is in conjunction with Peters and Pierre's (2004:2) definition of politicization as "the substitution of political criteria for merit-based criteria in the selection, retention, promotion, rewards, and disciplining of members of the service". This problem is rampant in South Africa's local government as Cameron (2010) explains that it has affected the governance structures in the administration politics interface.

Moreover, in his study *'Redefining political-administrative relations in South Africa'*, Cameron (2003) reveals that that political control over appointments of senior public servants has intensified under the post-apartheid African National Congress (ANC) government, in contrast to the National Party's apartheid administration. This entails that routine administrative functions such as appointments, promotions, transfers and performance management are largely influenced by politics to the extent that at one stage, ANC members, some of whom even lacked any management experience, were deployed to senior positions in the bureaucracy. Such cadre deployment is the current challenge facing local government in South Africa.

Following the findings of the Organisation of Economic Cooperation (2007), a study on political environments in bureaucratic revealed that appointment, dismissal, promotion, transfer and performance assessment of public servants in South Africa was based on politics. The study established further that South Africa was the third out of twelve countries studied that exhibited high political involvement in such

administrative activities which have compromised service delivery. In the words of Mafunisa (2003), it was deduced that as the wave of transformation transcends, the post-1994 government was faced with a couple of challenges, among them, transforming the public service in a manner that would ensure that the ruling party programmes are translated into government or executive policy. This hard task requires newly appointed political office-bearers to address the inequalities of the past as well as the legacy of institutionalised discriminatory human resource practices within the public service.

2.6.1 CHALLENGES OF POLITICS-ADMINISTRATIVE INTERFACE IN LOCAL GOVERNMENT

The attainment of democratic rule in South Africa in 1994 found the ANC-led government struggling to embark on new policies and practices meant to transform and restructure government departments as a way of redressing the imbalances of the past and improve service delivery to communities. Mafunisa (2003:94) denotes that the transformation phase was programmed in a way that would conform to the government's newly invented policies. In an effort to transform the disjointed public service, the appointed public office-bearers were supposed to strive in their capacity to deliver service in their capacity in non-discriminatory and efficient manner (Mafunisa, 2003).

In the words of the Presidential review Commission (1998:2), a perceived threat of sabotage was evident from the disgruntled public servants who felt cheated on and left in the cold following the democratic dispensation and a series of political appointments. The post-1994 government was quick to realise that cadre deployment was not yielding any changes in terms of loyalty and service delivery by public officials as the system was marred by various inconsistencies such as confusion in job specifications, corruption and conflicts among public officials. Such tensions became rife in local government between political public administrators and politicians.

2.6.2 High level bureaucracy and Politics Administration Interface in South Africa

The Genesis & the Project Shop (2010:25) argue that local government in South Africa has been suffering from technical skills shortage coupled with the higher level of bureaucracy, which has crippled the functioning of other organs and served provision in general. The failure by politicians and administrators to stick to their duties and roles has been a serious challenge which even delays the signing of local government contracts or awarding of tenders to companies to enhance infrastructural development (Ambe & Badenhorst-Weiss, 2012:114), and such politicised bureaucracy has led to political appointments.

There are many arguments for and against politically appointing public servants, but to this day, there are more merits than demerits to this practice. The Democratic Alliance (DA) when it wrestled control of the Western Cape Province - particularly the City of Cape Town after the 2000 elections, shows to what extent political power can be exercised to influence change. Cameron (2003:54) argues that the DA followed the footsteps of the National Party by firing African National Congress (ANC) enthusiast and deployed its own cadres in such positions wherein they strongly felt that the ANC candidates would sabotage their party's political ambitions. Such political fights have caused service backlog, hence failing to shape the image of the Politics Administration interface in South Africa.

2.6.3 Causes of tensions in local government

According to Mafunisa (2012:556), the local government level being affected by tensions can be attributed to the following: municipal managers and executive mayors being members of different political parties, undue influence of political authority, that is, the mayor interfering in supply chain management processes and the executive mayor and municipality manager being senior members of the same political party (leadership role clashes). Thornhill (2005:182) maintains that there is lack of trust and clarity between the responsibilities of executive authority and management; the failure to separate the political and administrative functions where educated officials are needed to fill both offices cause unwanted tension in local government and impact negatively on service delivery as a result of poor policy implementation.

Mafunisa (2012) reiterates further that the tensions have been caused by political authority (Executive Mayor) perceiving the municipal manager's salary to be higher than his/ hers, maintenance of a veil of secrecy by withholding information and delaying decisions by administrators, the Municipal Manager being senior to the Executive Mayor outside the municipality, but within the political party and alleged meddling and interfering of elected representative in administrative matters. The Presidential Commission Review (1998) argued further that tension in local government can be regarded as sabotage which impacts on the policy-making relationship and contributes to poor implementation of service delivery.

De Visser (2010:94) argues that the politics-administrative interface has become the 'Achilles heel' in most municipalities. This statement reflects confusion and conflict in local government in relation to proper planning, poor interpretation of legislation and rules that separate political office-bearers from municipal officials in relation to policymaking. Such confusion has sparked tension in the politics administration interface. Ndudula (2013:30) endorses further that in local government, the institutionalised politics administrative interface is worsened by the interference of party structures in matters such as staff appointments and procurement processes. Although there should be a smooth relationship between political office-bearers and officials on the provision of good ethical conduct which improve service delivery, the relationship has, instead, contributed to the destruction of politicians and officials.

It can be deducted from the tension in local government, that the politics and administration relationship has been affected to the extent that service delivery was affected as people protested against inadequate service provision. In addition, the poor relationship between the two political office-bearers and officials drag the municipality behind in terms of development from infrastructure to social services. The cooperative relationship between the two remains important in enhancing community development through proper implementation of public policies.

2.6.4 Public service corruption & Politics Administration Interface

According to ACCERUS (2014:1), corruption in public and private enterprises is rampant due to the confusion and inconsistencies surrounding the administration politics interface. This has attracted the attention of a series of debates, beliefs,

researches ideas and public forums in an attempt to address the consequences of the growing corruption, especially in the procurement or tendering systems. Most public officials in South African municipalities have lost the integrity due to misconduct and lack of ethics despite the availability of a code of good conduct. Craythorne (2003:328) concurs that corruption is a moral deterioration which manifests itself in the use of corrupt practices such as bribery, fraud or dishonesty. Most public authorities require that contractors, including consultants, do observe the highest standards of ethics during the selection and execution of contracts. Mlinga (2005:8) reiterates that corrupt practices involve processes of offering, giving, receiving or soliciting of anything of value to influence the action of a public official in the selection process or in contract execution.

Gray and Kaufmann (1998:7) acknowledge that in South Africa, the politics administration dichotomy has bred public officials who are corrupt to the extent that some are awarding government contracts or tenders to their friends and relatives for personal gain, which shows abuse of ethics at its utmost. Such officials have taken advantage of the sour policy-making relations between administrators and politics, and they are enriching themselves at the expense of the tax payer's in what is referred to as 'tenderpreneurship' (Mbeki, 2009:61). National statistics from Stats SA (2015) has revealed that the government has lost billions of rands in unfruitful and wasteful expenditure, which is as a result of the politics administration dichotomy.

To make matter worse, most municipalities of which Emalahleni is no exception, have been struggling to effectively deliver services as a result of incompetent and corrupt officials who mismanage and abuse public funds. ACCERUS (2014) deduced that the problems which have come as a result of the administration and politics interface have caused escalating corruption and inhibited efficient and effective service delivery to communities. Basheka (2008:380) cemented the above view that corruption has been disastrous to the sound functioning of various government departments, especially the political office-bearers and officials. In the view of Langseth et al. (1997) as cited by Basheka (2008:380), corruption diverts decision-making and the provision of services from those who need them to those who can afford them. Deductions from these sentiments can be focused on the devastating effects of corruption which hamper the decision-making process and efficient service delivery in the municipality.

2.6.5 Poor Governance and Politics Administration Relationship

The Politics Administration relationship in South Africa has contributed to poor governance and service delivery issues. An Overview Report on the State of Local Government in South Africa (2009) reveals that local government is marred by weaknesses in the governance structures and service delivery. Such challenges involve poor accountability, poor information dissemination, corruption and fraud, problems within the political administrative interface, poor financial management, service delivery protests, weak civil society formations, lack of inter-governmental relations, intra- and inter-political party issues which negatively affects governance and service deliver and capacity challenges as a result of skills shortage (Lekorwe & Mpabanga, 2007). A summary of all these challenges explain the weaknesses in most municipalities in South Africa, which has seen huge backlogs in terms of service delivery. If the politics administrative relationship is being maintained properly, the local government turnaround in many municipalities in South Africa would have been a resounding success (ACCERUS, 2014).

The study deduced that the politics administration relationship in municipalities in South Africa are not an easy, considering the fact that politicians, through cadre deployment, attempt to take overall control of municipalities and in the process, going at loggerheads with officials over policy matters. It has been depicted from the literature review that legal provisions such as the Constitution of South Africa (1996) and Municipal Systems Act clearly stipulate the duties and functions of administrators and politicians; however, conflict still emerges, and has seen many municipalities paving way to corruption and mismanagement, especially in the procurement or tendering systems. The study observed that from the end of apartheid, black people continue to run local government to the ground, which entails black to black oppression; this has compromised service delivery in various communities being served. The next section draws conclusions on the above discussions.

2.7 CONCLUSION

The study deduced that in the study of public administration, policy-making remains an essential component, as postulated by Cloete in his seven generic administrative

factors. The relationship between chief officials, officials and political office-bearers should be mutually beneficial; there is a need to foster a close cooperation, especially when formulating public policies. Such a relationship is fundamental in promoting public participation in the formulation of policies that govern them. It has also been noted that the Constitution, as the enabling legal framework, provides for a clause which emphasizes close cooperative governance between the different parties in a municipality. The decisions made by politicians to formulate policies should be complemented by the implementation role played by officials without much conflict. The joint collaboration goes a long way in instilling public confidence and improving the capacity of the municipality to effectively deliver services.

It is imperative to highlight that the cooperative relationship between the chief official, officials and political office-bearers in Emalahleni promotes skills development in a way that, for instance, well-trained officials in budget formulation or policy-making can impart knowledge to other officials in their respective categories. This can only happen when relations are good. In this sense this, study argued that close cooperation of the mentioned groups of people can help communities to receive quality services which are time-bound and sustainable and show value for money. Furthermore, it has been deduced that policy-making is an enabling platform where political office-bearers, officials and chief officials can meet and argue with the sole aim of reaching an agreement to formulate and implement policies that will improve service delivery in communities. The following section will describe and explain extensively the research methods suitable for this study.

CHAPTER THREE

RESEARCH METHODOLOGY

3. INTRODUCTION

The previous chapter contained both theoretical and conceptual literature underpinning this study. The theoretical framework used in this study was the systems theory and other supporting theories. These theoretical guides spoke to the research problem since they provide historical, theoretical and practical implications of how best to understand the nature of the policy-making relationships popularly known as the politics administration dichotomy in South African municipalities. The above-mentioned framework provides feedback as a primary behaviour regulatory device, and conceptual literature was related to the politics administration interface in South African municipalities. Chapter 3 outlines the research methodology. Its purpose is to lay out the research design, data collection methods, instruments/ techniques for data collection, validity and reliability of the findings, limitations and delimitations of the study, data analysis techniques and ethical principles observed in this study. The researcher thoroughly elaborates on how the methodology fits into this study.

3.1 RESEARCH METHODOLOGY

Kumar (2011:8) defines research as a methodical, controlled, empirical and rigorous analysis of propositions about presumed associations about different phenomena. Mouton (2004:56) argues that research methodology focuses on the research process and the kind of tools and procedures to be used. It also focuses on the individual steps in the research process and the most objective procedures to be employed. Blaxter, Hughes and Tight (2001:168) maintain that the research problem acts as a guide towards selecting appropriate research methods. Myers (2009:6) reiterates further that research is carried out to contribute to new knowledge on the relevant field of understanding. Combining the definitions, therefore, the authors seem to agree that research methodology should be viewed as an original

investigation of phenomenon so as to contribute to a new body of knowledge. In this study therefore, research methodology was used to address the research problem.

3.2 RESEARCH DESIGN

In the opinion of Bryman and Bell (2003:31), research design is a structure for the generation of evidence that is suited both at a predefined set of criteria (for evaluating research) and to the research question in which the investigator is interested. Creswell (2009) points out that a research design is a guideline that is used by the researcher to collect analyse and interpret data to give it meaning. Welman and Kruger (2001:46) endorse further that a research design should be regarded as the plan according to which researchers obtain research participants who will provide data for the study. Myer (2009:19) reasons further that the main aim of research design is to provide a roadmap for the study; hence it provides the glue that holds the research together. Brink (2006: 20) argues that a research design is a plan that guides decisions as to when and how often to collect data, what data to gather, from whom to collect data, what data to collect and how to collect this and how to analyse the it.

Maree (2007:70) acknowledges that the choice of the research design is based on the researcher's assumptions, research skills and research practices, and influences the way in which the researcher collects data. Having explored the functions of a research design, this study made use of a qualitative approach to collect the data. The chosen approach is from the interpretive paradigm which seeks to understand the hidden meaning behind people's behaviour or actions.

3.2.1 QUALITATIVE APPROACH

According to Manson (1996:4), a qualitative research approach outlines the way which the world is understood, investigated or produced by people's lives, behaviour and interactions (Strauss & Corbin, 1990:17). In the words of De Vos et al. (2011:60), a qualitative approach is a process of gaining a deep understanding of a situation from the subjects' point of view.

Denzin and Lincoln (1994:2) observe that qualitative research design is interpretive in nature. They reason further that qualitative approach inclines and depends on a meaning, context, interpretation, understanding and reflection-oriented conception and has its foundation in an interpretive paradigm that brings unity to qualitative methods. The interpretive paradigm was developed through the philosophical ideas of Marx Weber (Flick & Maeder, 2005:31)

A qualitative paradigm is concerned with interpretation and observation in collecting data. Aikenhea (1997) asserts that observation is a process of observing events and after that, the researcher collects the needed information; interpretation refers to deducing meaning from the data collected through drawing inferences. Ontology and epistemology assumptions are applied in understanding a qualitative research design.

In qualitative studies, epistemology is referred to by Schwandt (2001:71) as an exploration of the nature of knowledge and ontology as what determines the nature of reality. The way ontology and epistemology are understood in qualitative research design is totally different from quantitative research designs. Epistemology, seeks to understand reality through using axiology and methodology beliefs. Axiology embodies research ethics while methodology refers to how the research was carried out. Ontology views individuals as active participants in contributing to social phenomenon, and that reality depends on social actors (Whayuni, 2012).

The interpretivist researcher denotes that reality and knowledge emanates from observing and interpreting words and meaning in their original social context. Therefore in this study, the research used secondary sources as basis.

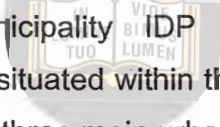
3.3 POPULATION

The population includes all elements that meet certain criteria for inclusion in a study (Burns & Grove, 2003:43). Brynard and Hanekom (1997:43) write that population refers to objects, subjects, phenomena, cases, and activities which the researcher would like to study to identify data. The total population is, thus, the total set from which the individuals or units are chosen. In this study, the population are the 283 municipalities with total number of councillors, officials and citizens. However, this is

not possible due to the large size of the population; the alternative was then to settle for a sample and a target population.

Newman (2006:224) writes that a target population is required and that such a target population is a significant pool of individuals or cases to be studied. The aim is to get a representative sample. Bless and Higson-Smith (1995:87) explain that a target population is a set of elements which the researcher focuses upon and to which the results obtained by testing the sample should be generalized. The target population were the municipal councillors, political officer-bearers and officials of local municipality and the provincial government of the province of the Eastern Cape. From these role-players, a sample was selected.

3.3.1 STUDY AREA AND ITS UNITS



According to Emalahleni Local municipality IDP (2013/14:15), Emalahleni municipality is a category B municipality situated within the Chris Hani District of the Eastern Cape Province. It consists of the three main urban nodes, namely: the towns - Lady Frere, Indwe and Dordrecht surrounded by large rural settlements and many surrounding villages. Emalahleni Municipality was established during 2000 and comprises an extensive rural component. Much of the municipal area was formerly in the Transkei. The quality of life in the rural villages is generally poor, marked by poverty and lack of access to services and amenities. Unemployment is high, and most households rely on social grants and remittances from family members working elsewhere. Agriculture is limited to low-level subsistence farming, producing enough maize for personal use, and traditional livestock farming.

3.4 SAMPLE AND SAMPLING TECHNIQUES

According to Bryman (2004:543), a sample is a segment of the population selected for research. In this study, the sample was chosen from the entire Emalahleni municipality. The target population consisted of 20 participants which were purposively selected from municipal councillors, political office-bearers and officials because they have adequate information required for the study.

3.4.1 Purposive sampling

The purposive sampling technique was useful in selecting political office-bearers and public administrators engaged in policy-making in Emalahleni municipality. De Vos et al. (2011:232) observe that the purposive sampling technique falls in the category of the non-probability sampling method. It is based entirely on the judgment of the researcher (De Vos, 2002). In this study, the participants were identified through the municipal database of Emalahleni municipality, and it was easier for the researcher to identify the participants since he is also part of the policy-making team. In this sense, purposive sampling assisted in identifying people with relevant information on how policies are made in the municipality. Scholars such as Alston and Bowles (2003:90) and Bless et al. (2007:121) endorse further that the purposive sampling technique is used when a sample is chosen for a specific reason to provide insight into a particular field of interest, and it is determined by the research topic.

3.5 DATA COLLECTION

Patton (2002:68) explains that data collection is a means of obtaining data from the respondents or the relevant sources. Kumar (2005:73) observes that data collection is essential in carrying out research. He endorses further that there are various data collection instruments that can be used when collection data, but he cautions that the research methods should be informed; in other words, they should be able to address the research problem. The next section extensively describes the data collecting techniques suitable for this study, namely: semi structured In-depth Interviews and Secondary/Document sources.

3.5.1 DATA COLLECTION TECHNIQUES

3.5.2 In-depth Interviews

In this study, semi-structured in-depth interviews were conducted with key informants/ such political office-bearers, public administrators, mayor and municipal manager since they all play a pivotal role in the politics administration interface with specific reference to policy-making in Emalahleni municipality. An in-depth interview guide was used with open-ended questions posed to participants. De Vos et al. (2011:359) maintain that semi-structured interviews provide a detailed picture of the participant's beliefs about, or perceptions or accounts of, a particular topic. In this

case, participants aired their views concerning the policy-making relationships in Emalahleni municipality. Alston and Bowles (2003) ascertain that a qualitative approach utilizes interviews with each participant so as to create a naturalistic atmosphere, which elicits more information. In that respect, semi-structured in-depth interviews with the above-mentioned group of participants were used in this study.

3.5.3 Documents

In research, there are three common types of documents used such as personal, private and public documents. Payne and Payne (2004) denote that documents refer to those that are open for public consumption. Such documents include, *inter alia*, policy statements, policy frameworks, mid-term & annual reports, media reports and newspapers. According to Hofstee (2006:91), secondary literature or documents refer to literature published by other scholars which is relevant to the research problem. He contends that the main function of reviewing secondary literature is mainly to lend support and credence to the work one has done. He argues that this eliminates the possibility of any doubt and establishes credibility (2006: 92).

3.5.4 Strengths of documents

Ritchie and Lewis (2003:35) write that documents such as public records are readily advantageous since they are readily available; this is coupled with the dependability of information in government documents which entails the quality and relevance of the data. The authors realize that secondary analysis entails the analysis of relevant literature to assess or understand their substantive content by their style and deeper meanings which may be revealed by their style and coverage. In the view of Marlow (2005:182), not all documents serve the research purpose, which makes them vulnerable to bias or criticism from other scholars in event they are used exclusively in the research. The Emalahleni Municipality IDP for 2013/14 was used as well as the Emalahleni Municipality Annual Report for 2013/14. These documents provided relevant information required by this study concerning the politics-administration interface and the policy-making relationship in Emalahleni municipality. Finally, documents are advantageous in research because they are relatively cheap and easily accessible. Moreover, they are not reactive in the absence of physical contact with participants. In this sense, it can be depicted that documents can be used for collecting data hence they can produce quality information to complete this study.

3.5.5 Weaknesses of documents

Despite being one of the easiest data collection techniques, documents have their own weaknesses in qualitative research. Myer (2009:161) observes that documents often fail to provide the required information to answer the research problem because they were not designed for any specific study, and researchers often manipulate them. Their credibility, authenticity, representativeness and meaning are often dubious. Critics claim that data found in a document source may not be exactly what the researcher wants for the specific research. Apart from these weaknesses, documents (as a data collection technique) remain relevant, which is why they were used in this study as a valuable and most credible source of information.

3.5.6 Credibility, Transferability, Dependability and Conformability

In qualitative studies, it is crucial to test the credibility, transferability, dependability and conformability of research instrument during or before data collection. The main reason is to obtain the trustworthiness of the data. Lincoln and Guba (in de Vos et al, 2011:419-421) propose four constructs that accurately reflect the assumptions of the qualitative paradigm, and these were applicable to this study:

- **Credibility** is the alternative to internal validity. In this study, the inquiry was conducted in a manner which ensured that the subjects were accurately identified and described. Participants were given their interview transcripts and the research reports on request so they could agree/disagree with the researcher's findings.
- **Transferability** is the alternative to external validity or generalizability. Qualitative researchers are encouraged to provide a detailed portrait of the setting in which the research is conducted. In this study, the aim is to give readers enough information for them to judge the applicability of the findings to other settings.
- **Dependability** is the alternative to reliability. This concept replaces the idea of reliability. The researcher will provide an audit trail (the documentation of data, methods and decisions about the research) which can be laid open to external scrutiny.
- **Conformability** is the final construct. The researcher captured the traditional concept of objectivity (De Vos et al., 2011).

3.6 DATA ANALYSIS

Data analysis is described by Finch (1990:20) as a quest for valid meaning or understanding of the data collected and its relation to the research objective. Data analysis means a search for patterns in data-recurrent behaviour, objects, or a body of knowledge (Newman, 1997:426). Thorough analysis, therefore, increases the yield of information, its reliability and its relevance to the subject matter. Once suitable and sufficient data had been collected, a pattern is identified; it is interpreted in terms of a social theory or setting in which it occurred. In the analysis of data, the researcher examined, sorted, categorized, evaluated, compared, contemplated the coded data and reviewed data.

Patton (2002:432) argues that qualitative analysis transforms data into findings. He endorses that this includes reducing the volume of raw information, sifting significance from trivia, identifying significant patterns and constructing a framework for communicating the essence of what the data reveals. According to Huberman and Miles (2002:305), qualitative data is employed to answer any or a combination of four categories of questions, namely, contextual, diagnostic, evaluative and strategic. Creswell (2009: 186) concurs that data analysis should be regarded as the process involved in making sense out of text and image data. It involves preparing the data for analysis, moving deeper and deeper into understanding the data, representing the data and making an interpretation of the large meaning of data.

The qualitative data, on the other hand, were analysed inductively and involved integration and synthesis of the narrative non-numeric data. Tables were used for responses and responses from open questions were also processed for interpretation. Further to this analysis of data, deductions were made based on the responses from the respondents. These deductions are summarised in the chapter conclusions.

3.7 ETHICAL CONSIDERATIONS

According to De Vos et al. (2005:56) "...Ethics is a set of moral principles that are suggested by an individual or group, are subsequently widely accepted, and offer rules and behavioural expectations about the most correct conduct towards experimental subjects and respondents, sponsors, employers, assistants, students

and other researchers...". The researcher adhered to observing ethics by obtaining an ethical clearance from the University Research Ethics Committee (UREC) situated at Govan Mbeki Research and Development Centre (GRMDC) in Alice. Furthermore, plagiarism (which is an academic offence as stipulated in the University of Fort Hare ethical protocols) was observed in this study.

De Vos et al. (2011:113) reiterate further that the idea that human beings are objects of the study in a scientific research brings unique ethical dilemmas to the research that is not usually relevant in the pure, clinical laboratory settings of natural science. To that end, Babbie and Mouton (2001:520) warn that the researcher needs to exercise caution by adhering to ethical standards when conducting the study. Below are the ethical principles used in this study.

3.7.1 Confidentiality

According to Babbie (2001:59), researchers need to protect participants no matter how sensitive the information is and should be guaranteed their anonymity and confidentiality. Singleton and Straits (2004) acknowledge that the invasion of privacy remains a public concern as a result of widely publicised accounts of government wiretapping, police entrapments and corporate drug testing (Social research presents many possibilities for invading the privacy of research participants, and it is essential that researchers be sensitive to the ways in which their actions can violate the participants' basic right to privacy). In that sense, the researcher ensured non-violation of privacy of participants by maintaining confidentiality during the entire research process.

3.7.2 Informed consent

In every study, participants are entitled to know exactly what they should or should not expect when participating in a study. This helps them to have the right to choose hence exercising informed consent (Graziano & Raulin, 2002:224). Informed consent encourages the full knowledge and cooperation of subjects; informed consent ensures that the while also resolving, or at least relieving any possible tension, aggression, insecurity or resistance of the subjects (De Vos et al., 2011:117). In the opinion of Williams et al., as cited in De Vos et al. (2011:117), informed consent means "...each participant fully understands what is going to happen in the course of the study, why it is going to happen, and what its effect will be on him or her." In this

study, the researcher exercised informed consent by making participants sign a form which attached as appendix B.

3.7.3 Deception of participants

Devos et al. (2011:118) explain that in a scientific research, no form of deception should be inflicted upon the participants. In event that this happens unintentionally, it should be rectified immediately during or after the study (debriefing). In the unlikely event of any unwitting form of deception taking place, it would have to be explained and resolved fully in the interview session.

3.7.4 Debriefing

In the view of Kelly and Lavrakas (2008:1), debriefing in qualitative studies should be regarded as a process aimed at obtaining qualitative feedback from the interviewees and/or participants about interviews conducted and surrounding survey processes. For the purposes of this research, debriefing of participants was done after undertaking the research since this helped in minimising the psychological effects or trauma associated with interviewing or the research process at large. To that end, all the participants that may be in need of moral or emotional counselling or support would be given this as a way of safeguarding their psychological safety.

3.8 CONCLUSION

The chapter outlined the research design and methodology, which directed the way for the research undertaking. It discussed the research paradigm, the data collection techniques, sample and sampling details, and the ethical considerations observed in the study. This chapter was significant since it described extensively how the researcher conducted the study as a way of fulfilling the research objectives. The following chapter focuses on describing, presenting and analysing data to come up with useful conclusions for this study.

CHAPTER FOUR

DATA ANALYSIS, INTERPRETATION AND DISCUSSION OF THE FINDINGS

4.1 INTRODUCTION

The previous chapter clearly described and explained the methodology adopted in this study. The case study design which involves qualitative research techniques, particularly semi-structured in-depth interviews, were used to collect data. This chapter outlines how the data obtained from the field work was interpreted and analysed. Data from interviews was transcribed *verbatim* (in its original unedited format) and presented in thematic analysis according to the objectives and flow of obtained data. The contextual and original character was preserved to assess the policy-making relationship between administrators and political office-bearers in Emalahleni municipality. The next section focuses on the nature and challenges of the dispute between administration and politics regarding policy-making.

4.2 Causes of policy-making disputes in Emalahleni municipality

The politics administration dichotomy has been a long standing dispute in the field of Public Administration, with various authors writing on the subject from different dimensions. Recent evidence in South Africa shows that if this dichotomy continues unchecked, the politics administration dispute can hinder policy-making and service delivery in communities. This study attests to the above notions wherein the participants revealed various reasons for the politics and administration dispute, with specific reference to policy-making in Emalahleni local municipality in the Eastern Cape Province of South Africa. The numerous causes have been extensively elaborated below, following respondents' revelations.

The participants stated that several reasons are caused the dispute between political office-bearers and officials.

One participant claims that:

The overlapping functions and roles of politician and administrators often cause confusion and disputes in our municipality. Often they clash over issue related to oversight since some politicians think they have a right to

propose laws at the same time implement them. Such confusion has often affected the policy-making process to the extent that some policies were made out of the officials procedures hence ill timing on the formulation.

Another respondent said:

Politicians in our municipality want to run everything from policy formulation to administration. They do not want to follow the code of conduct most of the time they want to follow partisan politics whereby they propose laws that benefit their different political parties. This attitude has caused chaos in this municipality as officials often neglect such policies which led to the administration politics dispute which hampered effective formulation and implantation of public policies that benefit the public.

The respondents acknowledge further that at the municipality, it is difficult to differentiate between the roles of Municipal Manager (MM) and Mayor. Although the existing legal frameworks clearly spell out the duties of the two, but in most cases, you find the office of the mayor attempting to influence the Municipal Manager in various ways, especially in relation to appointments and recruitments done in the municipality.

One participant lamented that:

The failure by the political office of the mayor to recognise administration the Municipal Managers' office in matter related to recruitment and selection of staff has often caused problems in the municipality. This overlapping role and interference has been a growing challenge into realising effective policy-making in our, municipality. This has often caused delays in approval of public policies which impacts negatively on municipal service delivery in most communities being served by our municipality.

The study established further that lack of protection policies or legislation to cover the chief officials has hampered the effective formulation and implementation of policies in the case study area.

One official complained that:

We are not protected by law when it comes to policy-making. In most cases in our municipalities, politicians have the capacity to do what they want because they know perfectly well that they are being protected by their parties and legislation as well. Sometimes I can see wrong things being done but just because I have no protection from the higher offices I end up paying a deaf ear for fear of being voted out or dismissed on false grounds. This is a great challenge affecting this municipality such politician are free to air their own view and voices in whatever office and they have the power to recommend your dismissal to the higher political office for instance from the Premier's Office which can be considered valid. This interference of politicians in the work of officials poses several challenges in an attempt to achieve policy-making in my municipality.

The above scenarios provide a critical point of drawing conclusions of the causes of politics administration dispute in the municipality. Based on the above findings, politicians have been heavily interfering in the day-to-day running of the municipality, which makes it difficult for chief officials to conduct their duties properly. The study established that public office-bearers want to put their hands on almost everything from procurement of goods, appointments in key posts and policy-making procedures. Such interference has caused service delivery backlogs in the communities being served by the municipality.

The notion that municipal office-bearers do not follow codes of conduct when it comes to municipal business clearly depicts a picture that political parties, for example the ruling ANC, can impose their loyal members into influential positions in the municipality so that they can follow the political mandate of their masters. This is further worsened by lack of policies to prevent abuse of chief officials by political office-bearers in the political name. This remains a challenge for the government to review the existing legal frameworks and promulgate some legislation which draws a line between politicians and officials. If either party crosses the line, there should be consequences.

4.3 Nature of politics making relationships in Emalahleni Local Municipality

In South Africa, several municipalities are affected by the lack of respect of the separation of powers doctrine as stipulated in the Constitution of South Africa 1996. This inability to correctly interpret the legal frameworks was found to be present in the municipality under study.

The majority of respondents revealed that the politics and administration interface in Emalahleni Local Municipality is punctuated with the traditional and bureaucratic public management which is heavily politicised and uncontrollable due to its failure to account to anybody despite the availability of accountability mechanism. The political office-bearers are not ready to embrace the changes brought by New Public Management (NPM) to exist in harmony when it comes to policy-making in the municipality.

One official stated that:



In our municipality we often complain about the changes in the way the municipality is being run currently, especially the demarcation of roles between politics and administration. Most politicians complain that they are the ones who are supposed to play an oversight role and administrators are inferior to the political office. This unfounded claim has caused problems in the implementation of policies in our municipality since official's dispute the claims.

The above statement shows there is some misunderstanding between political office-bearers and officials, and this has compromised the ability to formulate sound public policies that enhance service provision in Emalahleni municipality.

The respondents revealed further that cadre deployment has ripped the municipality apart whereby the ruling party loyalist are handpicked and appointed to positions of seniority without any relevant skills or qualifications to run public offices. This has, in the past, caused poor performance management in service delivery as the employed cadres are not aware of the dynamic and demanding nature of public offices. Most of the appointed people were seen to be at the forefront of proposing public policies which are not suitable to enhance municipal service delivery in communities. The politicians also were eager to exercise oversight in the recruitment systems whereby

some appointments were done privately in an effort to include party loyalist into the functioning of the municipalities. These verdicts entail that politics and administration are always at loggerheads as one office tends to claim superiority over another. To enhance the administration politics interface in municipalities, there is a need for checks and balances in the form of legislation to regulate the behaviour of politicians or officials so that public policies formulated should address the problems at hand.

4.4 Role of political office-bearers and chief officials in the initiation of executive and departmental administrative policy respectively in the Emalahleni Local Municipality

The study established that policy-making in municipalities should be based on the distinct roles of political office-bearers and chief officials, as stipulated in the laws (Municipal Finance Management Act, Local Government Municipal Systems Act, Property Rates Act etc.) applicable to municipalities and the code of conduct for municipal chief officials and political office-bearers respectively. However, despite the existence of enabling legal policy-making frameworks, the roles of politicians seem to overlap and lead to clashes with those of officials. Such inconsistencies in the definition of roles have been caused mainly by external interference, especially in making appointments in the municipality. Evidence from this study has pointed out that officials are charged with the duty to make appointments through the human resources department although external interference from high political offices influences the decision of officials, which paints an ugly picture of the relationship between politicians and officials.

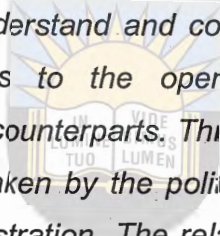
Furthermore, in essence, politicians are required to formulate public policies, and officials are designated to implement the policies. The office of the executive mayor has been mandated by legislation to propose laws that will be debated in the municipal council with officials providing advice on the suitability of the policy. This is the type of relationship which should be existing in policy-making between officials and political office-bearers.

The participants revealed further that, the political office in the municipality is equipped with the most advanced systems and powers to facilitate public policy-making. These functions are well enshrined in Structures Act and Systems Act,

which are some of the legislative frameworks that direct formulation of public policies at municipal level.

These findings correspond with a study done by De Visser and Omolabake (2008:9) when they reported that these sentiments provide a good reflection of the wide, far-reaching functions that an executive mayor potentially holds. The Municipal Structures Act places the executive mayor as the political head of the municipality. The executive mayor is also the interface between the council and the administration within a municipality.

One participant revealed that:



The role of administrators is to understand and coordinate public policy and to interpret policy directives to the operating services, with unwavering loyalty to their political counterparts. This role is essentially to give effect to the decisions undertaken by the politicians. The municipal manager is the head of the administration. The relationship between the political and administrative arms of a municipality should not be viewed as a master / servant relationship, but is rather a multi-faceted and complex one.

The challenge comes when politicians want to execute the twin role of implementing and formulating. In most cases, implementation is hampered by cadre deployment because there are no skills on the political office to suggest policies which are beneficial to the public and municipality. The shortage of such skills, as a result of political appointments, cripples the ability of the municipality to effectively deliver services.

Moreover, the participants reflected that the effects of welcoming external appointments have affected the policy-making processes at departmental level in the municipality. This probably caused one participant to state that:

External interference in the affairs of municipality has caused several dismissals of key public officials on false charges related to gross misconduct without proven facts. The municipality is now being run from the higher officers, the MM is no longer protected in the end him /her follows the wishes of his/her Master who operate anonymously from the

top. The failure to separate the role of the office of MM from that of Mayor has wreaked institutional havoc in our municipality which led to poor implementation of public policies.

Furthermore, the council has a role to play in politics administration interface and policy-making in every municipality. It is imperative to highlight that the Council is largely dependent on the decisions of the executive mayor in matters of significance within the municipality. This is reflected in section 30 of the Municipal Structures Act. Prior to taking any decisions involving any matter pertaining to section 160(2) of the Constitution, the approval or amendment of an integrated development plan for the municipality and the appointment and conditions of employment of a municipal manager or head of department, council must first require the executive mayor to submit to it a report and recommendation on the matter.

These sentiments provide analytical picture that political and external interference in the duties or roles of municipal manager has hampered the autonomy of this office, thereby leaving it vulnerable to the mayor's office; this ugly scenario persists in the case study area. Public policy-making becomes a nightmare despite previous successes witnessed in terms of service delivery as a result of good policies. A growing challenge affecting the office of the municipal manager is lack of protection from the higher offices, which leaves officials executing their duties at the mercy of politicians. This cultural/historical belief that politicians are the ones who should control the affairs of the municipality affects policy-making in the case study area and calls for checks and balances in the duties of politicians. Laws that protect officials should be in place to enhance the interface between official and politicians in as far as policy-making are concerned.

4.5 Challenges facing administrators and politicians in policy implementation

When asked about the challenges facing political office-bearers and administrators in policy-making in their municipality, participant responses showed several distinct views.

One participant responded that:

The low education levels in our municipality have contributed to the implementation of poor policies. Due to cadre deployment some officials in our municipality were appointed on political grounds as a result they are not in possession of relevant qualifications to formulate sound public policies to guide the municipality. This has been a continuous challenge affecting this municipality for years although no one is willing to change the situation or revise the contracts of such official who lacks the minimum skills to occupy public officials.

Another participant elaborated that:

Policy-making in our municipality has been greatly hampered by lack of foresight, creativity and innovation on the side of politicians. Most of the policies they propose lack careful analysis of the public needs. There is a lack of stakeholder participation hence it contributed to formulation and implementation of pre-conceived policies which does not address the needs of the citizens.

These attempts show that poorly researched and irrelevant policies have been proposed for implementation in the municipality under study from the political officials due to incompetence and lack of skills to indulge in stakeholder participation. Evidently, lack of innovation and creativity has crippled the capacity of municipality to effectively implement public policies which are citizen-centred and able to address the specific needs in public service provision. The conflicting roles between the political office of the Mayor and the Municipal Manager office breeds a culture where public policies are formulated in name and do not rise to the expected outcome of enhancing municipal service delivery. This calls for unity between the political and administration office since the unity of the two may revamp the existing structures and can improve the nature and service delivery mechanism of the municipality. Cameron (2003:55), in his study, concurs that the relationship between administration/management and politics is not one of a servant-master relationship. His argument stems from the complex nature of the relationship which makes it difficult to embrace the respective roles of the politicians and of the personnel corps more closely to be able to comprehend the administrative political interface.

Partisanship was cited by respondents as another hindrance to enhancing the relationship between political office-bearers and officials. As noted in the previous findings, the present government seems to be imposing their own candidates in key posts, for instance, in the Mayor's office so that they exert overall control of such a municipality. This is rampant in the municipality under study as the respondents disclosed that political interference from some officers instilled fear among officials such as MM's office, which caused the office to sheepishly follow politics' order or risk losing employment. The manipulation of recruitment procedures by politicians, although not in their line of work, was another challenge facing administrators, especially in an attempt to implement public policies.

It was revealed by the respondents that the political office of the mayor sometimes disregards the opinion of the municipal managers, which leads to overstepping and interference in the duties and functions of the municipal manager.

One respondent reflected that:

The current mayor is not familiar with his mayoral duties because he is not in a position to distinguish between "oversight" and "interference" at all. His lack of knowledge makes my job as an accounting officer very unbearable and challenging especially considering the bossy attitude coupled with political commands which are irregular and illegitimate. This has in fact makes my job as MM very difficult since I have to deal with an incompetent person who needs further educations to understand how a municipality is run.

From the above statement, it be depicted that all effort to tolerate the relationship between the municipal manager and the executive mayor are marred by conflict and misunderstanding. This has a negative bearing on public policy-making because the mayor proposes laws that are not compatible with the needs of the municipalities and communities at large. These findings correspond with a study by Thornhill (2008:725) who observed that the relationship between the chief executive official and politicians is a complex one within public institution. His argument is premised on the convergence of politics and administration whereby he proclaimed that the political and administrative values and realities need to be reconciled. In an effort to extract the challenges facing officials in policy-making in Emalahleni municipality:

One respondent said that:

One case of political appointment was recently done in the municipality and proper procedures of recruiting were not followed and the candidate did not have proper qualifications to run that office. Such inconsistency attracted investigation prior to whistle blowing of which the bitter part is the office of the Municipal manager was supposed to be answerable. Such an action leaves administrators powerless and at the mercy of politicians because they would not be able to divulge the exact reasons of such an action for fear of victimisations or dismal.

These findings clearly imply that no matter how much the interface between administration and politics exist, politics still have the greatest propensity to execute order in public offices. Evidence from these findings has shown that the political office, although it does see to the day-to-day running of the municipality, commands a lot of support and recognition from higher offices, which is a stumbling block for officials to effectively implement policies without any form of interference.

4.6 Accountability strategies for politicians and officials in adhering to the code of conduct

The respondents were asked who is responsible for ensuring that politicians and officials adhere to the code of conduct when formulating policies in the municipality. There was an overwhelming response from the participants who revealed that the municipal council acts as a check and mechanism tool in holding politicians and officials accountable for their actions. The council can make decisions against any officials who abuse a public office and can recommend the dismissal of an employee. In policy-making, the municipal council is important because it ensures that clear and meaningful public policies are formulated in line with the code of conduct. On the same note, the respondents revealed that the Municipal Manager is the one mandated with the authority to hold public officials accountable to the code of conduct in public policy-making.

One participant revealed that:

The municipal manager is a key structure of a municipality and not merely a personnel appointment as contemplated in section 160(1) (d) of the Constitution.

The participants further revealed that according to the Municipal Structures Act Section 83, the municipal manager is the head of the administration of a municipality and the accounting officer. Contrary to the duties of the executive mayor, the responsibility and role of the municipal manager within the municipality is, indeed, a critical one. While a large element of the responsibilities to be borne by the municipal manager is determined by council itself, legislation is specific on a wide array of duties that it imposes on the municipal manager. A synopsis of some of the crucial responsibilities to be borne by the municipal manager includes, *inter alia*, the implementation and monitoring of progress with the implementation of the Integrated Development Planning.

The study ascertained further that although the municipal managers are not directly involved in the actual decision-making, they are mandated with the responsibility of advising political structures and office-bearers in the municipality. They also facilitate and manage communications between the administration and political arms of the municipality while at the same time, carrying out decisions of the political structures and implementing by-laws and legislation.

In exercising accountability, the municipal manager carries the overall responsibility for the municipality's financial affairs. In compliance with the municipal finance management legislation, the municipal manager is responsible for all income and expenditure of the municipality, all assets and the discharge of all liabilities of the municipality. These statement show that the role of the municipal manager in holding officials accountable is limited; he is designated to perform several duties such as managing municipal finances, which is a complementary role towards public policy-making. The political office-bearers will formulate public policies which are in line with the available budget, hence the municipal manager's role being fundamental.

Furthermore, the Mayor, who is the political figure-head, ensures that political office-bearers adhere to the code of conduct when formulating public policies. The

executive mayor is also responsible for the management of the drafting process of the IDP of a municipality and the development of the performance management system; legislation dictates that the executive mayor must assign responsibilities in both regards to the municipal manager.

Similarly, the study established that external measures are consulted in the municipality to ensure that officials and politicians observe the code of conduct when formulating public offices. The external audit committee in the form of SCOPA, which is body which ensures smooth running of municipal affairs, investigates cases of corruption and mal-administration. To a great extent municipal officials and political office-bearers in the municipality under study adhere to the code of conduct when formulating public offices affecting the communities.

4.7 Outsourcing of experts in policy-making

In an attempt to improve the ability of politicians and officials to formulate public policies in Emalahleni, the human resources department outsourced academics from local universities such as University of Fort Hare and other consulting agencies to receive professional training in policy-making. This move was instrumental in the implementation of public policies, as witnessed by efficient service delivery in the recent past in communities served by this municipality. Although outsourcing proves to be a costly exercise, respondents agreed that it helped a lot as clear and strategic policies were formulated using efficient leadership from the municipals manager's office. At the same time, South African Local Government Agency (SALGA) also holds municipal officials accountable, and as a regulatory body, it ensures that public policies are formulated and implemented to the benefit of the public.

4.8 Value of public participation in policy-making

In public administration, policy-making is a critical area that requires stakeholder participation to make the policy a success. Many municipalities in South Africa have been grappling with challenges of launching awareness campaigns that encourage public participation, which has caused many service delivery strikes.

The participants of this study revealed that:

Our municipality engages the public when formulation policies that affect the people. Various stakeholder campaigns were launched in communities we serve and the response from the public was so overwhelming. Many showed interest and they provided their valued input which was tabled before municipal council on its sitting to decide which policy was welcomed by the people in order to improve service delivery.

These findings entail the level of public participation in policy-making in the municipality under study although few participants criticized public participation as it derails the implementation of public policies.

4.2 Availability of training and development workshops to improve policy-making

In South Africa, various studies have shown that local government is under siege from skills shortage in key positions. This has impacted negatively on the institutional capacity of several municipalities, including Emalahleni, in delivering quality, efficient and effective services to communities. Such a skills gap calls for training and development in scarce skills to reconfigure policy-making processes. When asked about the availability and effectiveness of training and development programmes in the municipality to enhance public policy-making, one participant stated that:

The skills development and training programmes offered in our municipality have been very helpful in equating several public officials with necessary skills to enhance the formulation of public policies. However, due to the persistent dispute between politicians and officials some politicians feel reluctant to participate in these workshops for fear of change. They do not want to embrace the benefits that come with training as many prefer to maintain the status quo-they fear change.

Another respondent observed that:

Some of the skills development and training seminars are not relevant to my field. As a result I feel I will be wasting my time to attend because not all of us are responsible for policy-making in this municipality.

A respondent from the political office said:

We receive skills training and development in our areas of expertise. So to a larger extent I think these programmes are imperative in improving the interface between politicians and administrators when it comes to policy-making, because the workshops encourage networking between the two antagonistic offices and this can help foster close relations within the public policy-making arena.

The above responses have shown that Emalaheni municipality conducts training and development workshops to equip its public officials and political office-bearers with vital knowledge to spearhead public policy-making. However, evidence from the responses has also reflected that, some municipal officials, particularly from the political office, view training and development as a waste of time since they fear change and always want to maintain the traditional way of running public institutions. This desire to maintain the status quo can cripple the institutional capacity of the municipality to develop sound and well-articulated policies to serve the public needs.

The participants of the study explained further that skills training and development is fundamental in enhancing policy-making; however, the rotation of public employees, as a result of short-term contracts, has weighed heavily on the institutional capacity of the municipality. For instance, once in every three years, some officials are deployed elsewhere or some have their contracts terminated, which means the municipality has to re-train the newly recruited officials on the manner in which the municipality is run. This has negative effects on the often-bleeding coffers of the municipality as most employees take up to three years to be fully acquainted with the whole policy-making processes in the municipality.

Educating new members on legislation and how it can be applied has proven to be a time-consuming and costly exercise which hinders the development of policy-making in the municipality under study. Therefore, it is important for the local government to redesign the jobs/contracts of key positions so that the municipality is able to retain skills to revitalise the capacity of the municipality to formulate good public policies.

4.2.1 How the politics-administration making relationship affects service delivery

When the respondents were asked on whether the administration and politics dichotomy affected policy-making and poor service delivery, responses came with mixed feelings. The majority of the respondents agreed that in Emalahleni municipality, disputes between politics and administration were handled in a professional manner despite the differences between the two offices. The respondents' views were centred on the previous success witnessed in the municipality in terms of service delivery. Communities were consulted on a number of public policies formulated, and their input was highly valued. To a large extent, all the participants agree that the conflict of politicians and officials was well handled and did not disrupt policy-making procedures, which is a remarkable development towards public policy-making in the municipality.

However, some participants revealed that the politics administration interface contributed to under-spending in the municipality as a result of conflict in the formulation of policies. Failure to agree on which policy to implement slightly affected the Integrated Development Plan as spending on goods and infrastructure was as per expected hence under spending. Previously, such an action attracted a public protest on poor service delivery. In an effort to correct the weaknesses of public policies as a result of politics administration dispute, politicians and officials tried to forge a mutual relationship to work towards a common goal, that is, efficient public policies for improved service delivery in communities.

4.2.2 External interference in the politics administration relationship

The majority of the respondents expressed dissatisfaction with external interference from high political offices in the affairs of the municipality. Political interference was seen damaging the relationship between two offices, the office of the mayor and office of the municipal manager, when it comes to policy-making (for example, in time of awarding tenders and making key appointments). The participants of this study stated that the strong hand of politics was witnessed in making appointments whereby the directives came from the ruling party head offices to appoint certain individuals to posts which they do not deserve. This has several implications on the relationship between politicians and officials.

In the municipality, the appointment of Mayor and Councillor was seen as an external directive although the office of the mayor often complained about such moves. However, evidence from the study shows that most political office-bearers who have been appointed to key posts follow the wishes of the ruling party structures. This does not go well with public administrators who often challenge politicians on the inconsistent and illegal manner of conducting public duties. This relationship can be seen to be detrimental to the policy-making structures within the municipality. To a large extent in the case study area, external interference was witnessed in appointments and awarding of tenders; however, this did not stop the municipality to effectively implement public policies that promote community driven service delivery.

4.3 Suggestions to enhance policy-making and interface between politicians and administrators



4.3.1 Abolish cadre deployment

The interviewed participants expressed several strategies in which the municipality can enhance the interface between administration and policies in public policy-making. The majority believed that cadre deployment is the cancer that has negatively affected the capacity of the municipality from formulating and implementing sound and efficient public policies for improved service delivery. The ANC deployed cadres do not have knowledge on how administrative matters and political duties operate; as a result, they cause confusion in the municipal council which affects the ability of the municipality to deliver. The cadres have caused several performance backlogs due to lack of skills and lack of job-related knowledge which has caused the policy-making procedures to be very difficult to implement.

One of the participants revealed that administrators are over-burdened with work since they have to cover up the mess created by the deployed cadres; this is a growing challenge affecting many municipalities as the ruling party seems to have gone on a rampage of imposing political fear and patronage in local government. To this end, therefore, the ANC policy of cadre deployment should be removed in municipalities, and public officials should be appointed on merit depending on the qualifications and not because of how much political influence they hold.

4.3.2 Improvement in municipal finance management

The study found that the interface between politics and administration in a municipality can be realised through sound financial management implementation. The study established that the formulation of a sound budget, which is stipulated in the municipal Integrated Development Planning, enables political office-bearers to formulate public policies which are realistic and time-bound which can be implemented according to the available budget. Since public policy formulation involves stakeholder participation, the municipality should budget enough funds to launch awareness campaigns in communities as this proves to be a costly exercise. In the same vein, good finance management entails accountability and transparency whereby municipal officials designated with finance should account to the people during stakeholder participation on how their money (tax payers) is used and for which purpose. Such a form of disclosure enhances public participation which is crucial in public policy implementation.

4.3.3 Stakeholder participation

Participants of this study have suggested that public participation is the most vibrant way of enhancing the politics administration interface in the municipality under study. The relationship between the office of the Mayor and the Municipal Manager can enjoy mutual relations if they have public support out there. In formulating public policies that guide service delivery and provision of goods, the two contesting offices need to engage the people on how or why they should formulate a policy.

Stakeholder participation requires the municipality to conduct an in-depth research on communities, thereby engaging the people to identify their needs and the type of help they expect so that policies to be formulated to clearly address their needs. As mentioned previously, including the public in policy-making can be done through awareness campaigns, which are exercises that dig deep into the municipal pockets. Therefore, this study suggests that Emalahleni should include public participation with stakeholders, that is, Non-Governmental Organisations, Pressure Groups, Human Rights Groups and communities at large since their voices should be heard to influence formulation of sound public policies.

4.4 ANALYSIS OF THE FINDINGS

The analyses of findings of this study provide several arguments on whether the nexus between politics and administration can facilitate policy-making in the municipality. To assess the viability of these disputes, themes were formed to clearly present the data analysis according to the flow of the findings of this study.

4.4.1 Theme 1: Nature, causes, role and challenges of administration politics relationship in Emalahleni municipality

The nature of the politics and administration policy-making relationship in Emalahleni municipality was marred by minimised conflict resolution. Evidence from the study has pointed out that the politicians were often in conflict with public managers on the way policies should be formulated. However, the study showed that the two contradictory offices forged a common path to facilitate the smooth formulation and implementation of public policies towards improved service provision in relevant communities. Based on the findings, a high level bureaucracy was found to be at the epicentre of breeding administration politics conflict in the municipality. The office of the mayor and officer of the municipal manager seem to be in loggerheads because political office-bearers tend to propose were not in line with legislation which creates conflict. These views were echoed by Thornhill (2008) when he observed that politics need to stick to their roles as stipulated in the legislation, whereas officials, for instance municipal manager, should ensure that policy processes have been followed according to legislation.

In addition, the analysis of this study has shown that cadre deployment has robbed the municipality under study of its capacity to effectively formulate policies that drive municipal service delivery. Political cadres, usually in the form of political appointment from external structures of the party, have caused a lot of harm in the quality of policies formulated, which ignited service delivery protests at a one point in time. In his study, Booysen (2011:397), supported the above when he asserted that the implementation of ANC cadre deployment policy was meant to provide loyal party members with trusted and specific governance tasks as trusted member of the organization. The challenges come when it comes to running the governance office. Most cadres were found to be incompetent, which resulted in poor performance management ranging from service delivery to policy implementation. Analysts in

South Africa have strongly condemned the cadre deployment policy since it has caused more problems than good in public institutions.

Furthermore, the cadre deployment policy has pronounced various accountability challenges in the municipality under study and several more municipalities in South Africa. Evidence from this study has pointed out that many cadres, whether politician or official, felt that they are not answerable to either the Mayor or Municipal manager but to the top management that influence their appointments. In another study, Hoffman (2011:97) discovered that cadre deploys felt that they could not account to their immediate bosses but to the committee of the alliance that assigned them to the position of power.

Although cadre deployment was regarded as illegal and unconstitutional, more and more cases were recorded; for instance, the case which was heard in the High Court concerning the illegal appointment of a municipal manager in Amatole District municipality in the Eastern Cape province. Ensor (2009:4) also condemns the cadre deployment policy since it involves manipulation of state institutions, thereby tampering with the rule of law. These arguments show that cadre deployment is an on-going thing being commanded from high political offices, and it seems unending, which can be a hindrance to public policy-making in municipalities.

4.4.2 Theme 2: Accountability of politicians and officials in public policy-making

The study findings have shown that there are various measures in the municipality that are used to hold politicians and administrators accountable for their actions in public policy-making. As the head of administration, the municipal manager is entitled to hold his officials accountable to him and ensure that in executing their duties such as advising policymakers has been duly followed accord to the legislation. Although public managers are not directly involved in the direct policy-making process, the study revealed that their input in safeguarding the legislation when formulating public policies is very crucial. At the same time, evidence from this study pointed out that the Mayor, who is a political figure and head of political administration, is obligated to hold politicians and councillor accountable for their actions in public policy-making.

It should be noted that the distinct role of the Mayor and Municipal Manager, which is the interface, is crucial in formulating and implementing public policies which are aligned to the legislation and IDP of the municipality. Evidence stresses further that any conflict between the two offices can cripple policy-making, hence triggering poor service delivery in communities; therefore, this study is arguing that the interface between Municipal Manager and Mayor should be associated with mutual trust and observance of one another's duties to avoid conflict through overlapping or overstepping boundaries in as far as their job descriptions go.

The study depicted that in Emalahleni municipality, the interface between officials and politicians was highly controlled towards the common goal of formulating effective public policies that direct service provision in communities. This is perhaps the result of other internal monitoring mechanisms such as Audit committees and SCOPA. These bodies, including the municipal council act, as checks and balances for both public office-bearers and politicians not to abuse their offices. It is rather insensitive not to applaud the management of conflicts in the municipality which enabled the municipality to witness some service delivery successes in the recent past. Therefore, it can be concluded that holding municipal office and politicians accountable for their actions in public policy-making is crucial in observing *Batho-Pele* principles in South Africa which is a code of ethical conduct in which the public office-bearers are expected to conform to.

4.4.3 Theme 3: Skills training and development of officials and politics and in policy-making

The dearth in skills emancipation of officials and politicians has been observed by the study as impacting negatively on public policy-making. As a result of cadre deployment, nepotism and corruption and under-unqualified municipal officials were appointed to key position without prior qualifications on how to run public offices. This was perhaps a result of skills deficit in various municipalities. Emalahleni local municipality was not spared from skills shortage which hinders effective policy-making. Notably, several officials have been enrolling in institutions of higher learning as way of improving their skills to enhance policy-making and service delivery in their municipalities. The study affirms further that outsourcing was conducted to train public office-bearers in various skills ranging from project

management, general management, strategic management, policy-making and engineering, among others.

The introduction of skills development programmes were highly embraced by the majority of politicians and officials although a minority perceives skills development as a mere waste of public resources probably due to fear of change. The study holds that the desire to maintain status quo and failure by public managers to embrace the modern way of running public offices championed by New Public Management almost hampered the ability of the municipality under study to implement sound public effort for the benefit of communities. In this regard, therefore, it can be argued that skills development is a necessity in municipalities to revamp the policy-making structures, administrative and overall management of the municipality.

The findings of this study have shown that public participation is an indispensable imperative in enhancing policy-making in the municipality. Relevant literature for this study attests to the findings that integrating the related stakeholder in the policies that affect them is a wise move. Emalahleni local municipality has shown that it conducts awareness campaigns in the communities it serves to access valued input from the people, women groups, and human interest groups on the suitability of the policies. This is implementation, especially in establishing the interface between administration and politicians. Policy-makers are the ones meant to bring policies to the people prior to tabling them before the municipal council where officials advise on the suitability of the policies.

It can be argued that although the relationship between political office-bearers and politicians was well managed, sound policies were implemented in the municipality which according to participants, enabled service delivery standards to be improved. However, the problem stems from the political side because of cadre deployment as some politicians felt that they should propose laws that favour their political parties, which results in tensions and conflicts between the two offices.

To a greater extent, public participation in policy-making is a fundamental strategy in fostering close relations between local government spheres and the people. Evidence has pointed out further that public participation creates legitimacy of the administration and political office. It can be highlighted that people tend to respect

the officials since they know the policies they formulate will be guided by the existing legislation and will serve the needs of communities at large.

4.5 CONCLUSION

The chapter at hand introduces the nature of the interface between political office bearers and officials regarding public policy-making in Emalahleni local municipality. Based on the results of the study, the politics administration relations with policy-making were heavily influenced by eternal interference in the form of cadre deployment whereby the ANC influenced the appointment of its loyal cadres to positions of power within the municipality. This was seen as derailing or minimising the power of the Municipal Manager to challenge the politics for fear of dismal. Performance management was reduced due to cadre deployment as the appointed cadres lacked the academic qualifications and knowledge on how public offices are being run. Public participation, which is an imperative in enhancing good public polices, was conducted to a minimal extent since the municipality had limited funds. However, the reluctance by other political office-bearers to participation in public policy awareness campaigns hindered the effective formulation of policies.

It was also discovered that the overlapping roles of the officer of the Executive Mayor into Administration matters nearly crippled the policy-making capacity of the municipality since administrators felt threatened and disrespected in their conduct of duties. In addition, since the persistent and antagonistic relations between politicians and administrators in public policy-making greatly improved through outsourcing of professionals, the municipality's financial management greatly improved as a result of external audit structures. To a large extent, the study showed that there is a positive relationship between politics and administration in regards to policy-making; therefore, the two influential offices are mutually exclusive and cannot be divorced from one another since they collaborate for the common good. The following chapter provides the conclusions and recommendations based on the results for this study.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5. INTRODUCTION

The main aim of the study was to assess the relationship between politics and administration in policy-making, and to ensure that a positive relationship between administration and politics exists in public policy-making in Emalahleni local municipality. Data was collected using semi-structured in-depth interviews which were analysed qualitatively in a thematic form according to the way the data was collected. This chapter provides the summary of the major findings in this research and also presents the recommendations which the municipality should take into account in order to promote good policy-making relationship in the politics administration dichotomy. The primary objectives of the study were: to determine the extent to which politics and administration interface problems affect municipal policy decision-making in South Africa to critically analyse the extent to which the present political-administrative dichotomy affects policy-making in Emalahleni municipality and to make recommendations to this effect

5.2 SUMMARY OF THE STUDY

This section chronologically summarises the study, which comprises of five equally important chapters: Chapter one is an introduction and general orientation to the study. The chapter describes and explains the problem statement, background to the study, objectives of the study, significance, scope and limitations of the study, terminology and clarification of terms and concepts used in this study. Essentially, chapter one indicates what the whole study entails.

The second chapter literature review based on the distinguished opinions and views from secondary sources and from different researchers and authors whose work is significant in this particular research field. Chapter two provides three frameworks for the study, namely, a legislative framework, theoretical framework which is based on the systems theory, a conceptual framework which deals with the nature and place of the politics/policy and administrative co-operative partnership between political office-bearers and chief officials in policy-making. The role of political office-bearers

and chief officials in policy-making and the politics-administration dichotomy will be dealt with.

Chapter three deals with the research design and methodology of study. The purpose of the chapter is to describe the instruments used in the research, outline the research techniques used to evaluate the cooperative role of political office-bearers and chief officials in committees and in municipal policy-making. Firstly, the requirement to obtain permission to conduct research was explained. Secondly, the research design, approaches and strategies used in the study were described and explained. Thirdly, the research methodology, consisting of the population, samples used, data collecting instruments and procedures used were described and explained. Lastly, the adherence to specific ethical considerations in the study was described and explained.

The fourth chapter deals with the analysis, interpretation and presentation of the data collected during the empirical testing. The purpose was to analyse, interpret and evaluate the collected data and available public documentation and applicable literature to organise the research findings around the research objectives to be able to test or verify, confirm or refute with evidence the problem and problem questions. Thematic analysis techniques were used to analyse the data scientifically. This chapter provided a solid linkage between the research objectives, findings and the literature, thereby bridging the gap between politics and administration interface.

Chapter Five is the concluding chapter and summarises the critical findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the political-administration dichotomy are summarised and recommendations to prevent policy-making problems are provided. The next section presents a summary of the main findings of the study:

5.2.1 Summary of Findings

Based on the results of this study, the following findings were deduced:

- Emalahleni local municipality enjoys good policy-making relationships, and the political and administration relationship is marred by minimised conflict since the two offices (the municipal manager and the mayor) collaborate

towards common goals of formulating sound public policies despite their distinct approaches towards policy-making.

- Cadre deployment was found to be dominant whereby ANC loyal members are deployed to positions of power within municipalities as a way of establishing party patronage. This compromises the public policy-making interface between politicians and officials in Emalahleni municipality. Evidence from this study points to the detrimental effects of cadre deployment policy. However, it was contained towards achieving municipal service delivery.
- The relationship between political office-bearers and chief executive officials in Emalahleni municipality was perpetuated by overlapping of roles and duties of the office of municipal manager and office of the mayor. Political office-bearers tend to interfere with the roles of administrators such as the appointment of officials to key positions. External interference was seen to be dominating political appointments as the human resource department, which is an administrative function, was forced to make irrelevant appointments by external political forces mainly from the ruling party.
- External interference was seen to be igniting seeds of hatred and mistrust among politicians and public managers, which creates tensions in the formulation and implementation of public policies. Evidence from this study reveals that the relationship was contained to realise a vibrant relationship aimed at formulating good public policies that serve the needs of communities.
- The study concludes that lack of protection policies to assist public administrators hampered the ability of Emalahleni municipality to formulate effective public policies. The reason is that politicians have the power to exert pressure on officials to appoint whom they want to attain positions because they ultimately know that they are vulnerable to such attacks. Vulnerability of

officials is a challenge facing municipalities and calls for the formulation of laws to protect them as a way of maintaining order and enhancing public policy-making in the municipality.

- Skills development and training was widely embraced in Emalahleni local municipality as political office-bearers and officials actively took part in workshops and seminars in their field of expertise. This was done through outsourcing of professionals, especially from local universities and consulting agencies. However, few public officials were opposed to the idea of further training as they view it as a waste of resources; they want to revert to traditional approaches where they maintained a bureaucratic manner of conducting municipal business through political imperatives.

5.3 RECOMMENDATIONS

Based on the summary of findings on the nature of politics administration and relationships in Emalahleni local municipality, several alternative suggestions and recommendations are provided to guide the interface between politics and administration for improved policy-making and community service delivery. The recommendations are as follows:

- The ANC led government should do away with the cadre deployment policy because it has ruined the capacity of the municipalities in formulating sound and effective public policies that serve the needs of the people. Political manipulation of recruitment systems in municipalities has caused poor performance management and poor service delivery; therefore, public officials should be appointed based on merit of academic qualifications attained, not on political loyalty or patronage.
- Emalahleni local municipality should embrace skills training and development of political office-bearers and chief officials because it improves their capacity to implement good public policies in the municipality. The apathy surrounding skills training should be addressed so as to catch up with the current trends in the local government. There should be a paradigm shift from old public

administration to New Public Management where municipal business is conducted in an efficient and effective manner.

- The National legislature should formulate new policies that guide and protect the work of the office of municipal manager. It has been noticed that politicians overstep and trample on the work of officials because the latter are vulnerable and lack majority support; as a result, politicians intimidate officials into implementing public policies which are not compatible with community service delivery.
- The South African Local Government Association (SALGA) should take a leading role in providing guidance to municipal officials to ensure that they are held accountable for their actions. As a regulatory body, it should act as a whistle blower in maintaining high standards of good ethical conduct and ensure municipalities address the needs of the people.
- A clear demarcation or separation of authority should be emphasised between the two offices (Municipal Manager and Executive Mayor) as well as the speaker as these offices act as custodians in every Municipal Council meeting. As required by legislation, the Mayor should stick to his political duties and the Municipal Manager, as the Accounting officer, should stick to administrative duties. Such a clear demarcation can enhance public policy-making in the municipality.
- In the execution of their duties, politicians and officials should adhere to the code of conduct of municipal officials. The Executive Mayor should ensure that politicians are accountable for their actions, especially in public policy-making, whereas the Municipal Manager should hold officials accountable. The other independent internal structures such as SCOPA and other Audit committees need to ensure that there is no abuse of legislation; all actions municipal officials should be consistent with the law to enhance effective policy-making. This should be in line with section 14 of the Code of Conduct

for Councillors schedule 1 of the Local Government: Municipal Systems Act (No. 32 of 2000).

- It is imperative to embrace public or stakeholder participation in realising the relationship between administration and politics in Emalahleni local municipality. Stakeholders such as community members, human rights groups, and community-based organizations, non-governmental organisations and pressure groups should have their say in the formulation of a public policy. The integration of these various groups ignites constructive debates which improve the quality of policies that are citizen-driven and developmental in nature. Public participation is fundamental in attaining legitimacy and popular acceptance of the municipality as well as the public policies that it implements.
- It is recommended that an independent investigating team from the provincial government should be despatched to the municipalities to unearth cases of corruption and mal-administration without specifically infringing on the separation of powers doctrine. This can assist immensely because some misconduct at local government level can be buried, and incompetence and poor formulation of policies continues since there will be no one to account to.

5.4 CONCLUSION

The study has shown that the political and administration relationship is defined by conflicts and tensions in Emalahleni local municipality. However, evidence from this study pointed out further that the dispute regarding policy-making was controlled to enhance public policy-making. The challenge faced in the interface between administrators and politicians emanate from eternal interference exacerbated by cadre deployment. This form of political patronage (cadre deployment) has ruined the performance management of municipalities due to incompetence, poor formulation of policies as well gross mismanagement. The lack of public participation and failure by some municipal officials to embrace skill development programmes has negative effects to service delivery in communities.

This study, however, concluded that there is a positive relationship between politics and administration in Emalahleni municipality as long the office of the Executive

Mayor works collaboratively with the Municipal Manager's office. Tensions and conflicts may exist, but they can be tolerated for the common good. The study has shown that further studies can be conducted in South Africa to assess the effects of cadre deployment policy toward improving the relationship between politics and administration in local municipalities. Moreover, studies can be conducted to determine the level of protection the office of Municipal Manager can be provided with to execute public duties without fear. These are the gaps identified in this study which can be filled by forthcoming researchers in this field.



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SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT

DEPARTMENT OF PUBLIC ADMINISTRATION

My name is Mxolisi Maxson Yawa. I am enrolled at the University of Fort Hare where I am pursuing a Master's Degree in Public Administration (MPA). My dissertation is entitled: **AN ANALYSIS OF THE POLITICS AND ADMINISTRATION NEXUS IN MUNICIPAL POLICY MAKING: A CASE OF EMALAHLENI LOCAL MUNICIPALITY, EASTERN CAPE**. This study seeks to assess the nature of the policy making relationship towards improved service delivery. The participants of this study are office bearers, political office bearers, chief officials, MECs.

The researcher is kindly requesting for your time and cooperation to respond to the questions in this interview guide. It will only take 20-30 minutes to complete. The researcher will uphold and guarantee confidentiality and anonymity (use of pseudo names on subjects), informed consent (subjects will be informed about the nature of the study and its objectives), voluntary participation (subjects will not be forced to be part of the study) and avoidance of harm (if the study has a negative impact on the mental and emotional wellbeing the subject he or she is free not to be part of it).

The information gathered from the participants will be used for academic purpose only and the interview guide will be destroyed after the data has been analysed. This study will provide useful information to the Policy Makers, Political Office Bearers and Chief Officials in Emalahleni local municipality towards improving the policy making relationship for effective service delivery.

Your participation will be greatly appreciated.

APPENDIX 2: INFORMED CONSENT FORM

Title of the Dissertation: **AN ANALYSIS OF THE POLITICS AND ADMINISTRATION NEXUS IN MUNICIPAL POLICY MAKING: A CASE OF EMALAHLENI LOCAL MUNICIPALITY, EASTERN CAPE.**

SECTION A (Researcher)

Researchers name and surname:

Contact Details:

Email addresses.....

SECTION B (Participant)

1. I have read and understand the above mentioned information

YES NO

2. I have been informed about the aim and objectives of this study

YES NO

3. I understand that the researcher is interested in my opinion and honest facts about policy making YES NO

4. I have voluntary agreed in taking part in this interview YES NO

6. I have received a copy of this informed consent form YES NO

I (participant's name)agree to participate in the above mentioned study.

Date:



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**APPENDIX 3: IN-DEPTH INTERVIEW GUIDE FOR MUNICIPAL OFFICIALS,
POLITICAL OFFICE BEARERS AND CHIEF OFFICIALS**

SECTION A

1. What are the causes of disputes in your municipality in relation to policy making?

2. What is the nature of politics-administration relationships in Emalahleni municipality?

3. What is the role of political office-bearers and chief officials in the initiation of executive and departmental (administrative) policy respectively in the Emalahleni local municipality?

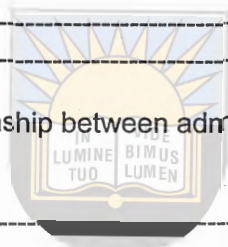
4. What are the challenges facing administrators in an effort to formulate and implement public policies in Emalahleni municipality. Elaborate

5. To what extent do the political administrative dichotomy rolls in policy making process in Emalahleni municipality?

6. Who ensures that public officials and politicians follow the code of conduct in formulating public policies?

7. Do you conduct policy making, training and development workshops in your municipality to educate public officials and political office bearers?

8. Do consult academics to clarify the relationship between administrators and politicians in your municipality?



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9. Do you think that public participation is important in the making and implementation of policies in Emalahleni municipality?

10. What suggestions can be provided to Emalahleni municipality to improve on the policy making process despite the politics-administration disputes?

11. Does the national government intervene to help solve the policy making disputes in your municipality? Explain

APPENDIX 4: ACCEPTANCE LETTER



EMALAHLENI MUNICIPALITY



37 Indwe Road
Private Bag X1161
Lady Frere, EASTERN CAPE 5410
Tel: 047 878 0020 Fax: 047- 878 0112

Enquiries: Dr SW Vatala
Ref No:4/1/1/1
Date: 22 June 2016

Mr M M Yawa
P. O Box 18
Lady Grey
9755



REQUEST TO DO RESEARCH IN EMALAHLENI MUNICIPALITY

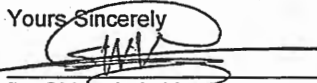
Dear Mr M M Yawa

Your telephone request has reference.

I hereby confirm and authorize you to undertake research within Emalahleni Municipal area, on the analysis of the Politics and Administration Nexus in Municipality Policy making.

Should you require any information regarding this matter, do not hesitate to contact office of the Municipal Manager.

Yours Sincerely


Dr. Sithembale Vatala
Municipal Manager

All correspondence must be addressed to the Municipal Manager

APPENDIX 5: ETHICAL CLEARANCE



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ETHICAL CLEARANCE CERTIFICATE

Certificate Reference Number: MEI011SYAW01

Project title: **An analysis of the political and Administration policy Making relationship in the Emalahleni Local Municipality (Eastern Cape).**

Nature of Project: Masters

Principal Researcher: Mxolisi Yawa

Supervisor: Prof M.H Meiring

Co-supervisor:

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby give ethical approval in respect of the undertakings contained in the above-mentioned project and research instrument(s). Should any other instruments be used, these require separate authorization. The Researcher may therefore commence with the research as from the date of this certificate, using the reference number indicated above.

Please note that the UREC must be informed immediately of

- Any material change in the conditions or undertakings mentioned in the document
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research

The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

The UREC retains the right to

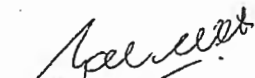
- Withdraw or amend this Ethical Clearance Certificate if
 - Any unethical principal or practices are revealed or suspected
 - Relevant information has been withheld or misrepresented
 - Regulatory changes of whatsoever nature so require
 - The conditions contained in the Certificate have not been adhered to
- Request access to any information or data at any time during the course or after completion of the project.
- In addition to the need to comply with the highest level of ethical conduct principle investigators must report back annually as an evaluation and monitoring mechanism on the progress being made by the research. Such a report must be sent to the Dean of Research's office



The Ethics Committee wished you well in your research.

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Yours sincerely


Professor Gideon de Wet
Dean of Research

03 December 2015

APPENDIX 6: LETTER FROM THE EDITOR

23 Elfin Glen Road, Nahoon Valley Heights, East London, 5200

Professional
EDITORS
Group

To whom it may concern:

This document certifies that the dissertation whose title appears below has been edited for proper English language, grammar, punctuation, spelling, and overall style by Rose Masha, a member of the Professional Editors' Group whose qualifications are listed in the footer of this certificate.

Title:

**AN ANALYSIS OF THE POLITICS AND ADMINISTRATION NEXUS IN
MUNICIPAL POLICY MAKING: A CASE OF EMALAHLENI LOCAL
MUNICIPALITY, EASTERN CAPE**

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