

**AN ANALYSIS OF SERVICE DELIVERY CHALLENGES
IN THE EASTERN CAPE PROVINCE OF SOUTH AFRICA:
THE CASE OF MNQUMA LOCAL MUNICIPALITY (2005-2010)**

By

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DEPARTMENT OF PUBLIC ADMINISTRATION**

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COMPLETED: SEPTEMBER 2011

DECLARATION

I, Ntsikelelo Wilberforce Cakata, hereby declare that this mini-dissertation submitted to the University of Fort Hare for the Degree of Masters in Public Administration has never been previously submitted by me for a degree at this or any other university, that this is my own work in design and execution and that all material contained therein has been duly acknowledged.



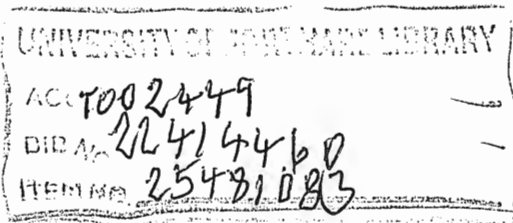
Signed.....

Ntsikelelo Wilberforce Cakata

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Date.....

17 / 04 / 2012



ACKNOWLEDGEMENTS

Heartfelt gratitude to:

- The Father above for granting me the strength and courage to complete my studies through trying times.
- Prof. Kanyane, my supervisor, my mentor and my inspiration; sincerest thanks for his expert guidance and constant encouragement.
- My kids, for their patience and understanding even when I owed them a game of marbles.



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ABSTRACT

Since the adoption of the Constitution of the Republic of South Africa, 1996, which identified the three spheres of government as distinctive, interrelated and interdependent, the local government sphere has been seen in many parts of the country to be failing to fulfil its mandate of delivering essential basic services to local communities. The Province of the Eastern Cape has been particularly challenged in this respect with, for example, only nine of the 45 municipalities managing to get financially unqualified audit opinions in the 2009-2010 Auditor-General's report. Numerous reasons have been postulated for the failure of local government in the Eastern Cape and one of the reasons cited is gross corruption, which according to Kanyane (2009:77) has disoriented the ambitions of the democratic government to reconstruct and develop the country for a better life for all.

The Mquma Local Municipality has not been immune from this blemish and has been constantly languishing at the bottom, among those municipalities with a poor showing in the Auditor-General's books for a number of years. The provincial government has also recently sought to take over the municipality with intentions to remedy its ills, but with no success. However, in recent months the municipality has shown an improvement in its public financial accounting ability even though there does not seem to be much observable change in the tangible and intangible service delivery indicators.

A sequential use of mixed methods was preferred, since quantitative and qualitative research methods were found to be complementary rather than opposed approaches. Using both obtrusive and unobtrusive collection procedures, the methods employed proved practically useful.

To this end, the study sought to examine service delivery challenges facing the municipality closely and attempted to suggest practical ways and means of bringing a resolve to the problems faced here and elsewhere in as far as providing effective and efficient service delivery to the community without fail.

LIST OF ABBREVIATIONS AND ACRONYMS

ADM	Amathole District Municipality
EWS	Early Warning System
LED	Local Economic Development
MEC	Member of the Executive Council
NPA	National Prosecuting Authority
NEPAD	New Partnership for Africa's Development
PPP	Public Private Partnerships
SALGA	South African Local Government Association
SIU	Special Investigating Unit
SONA	State of the Nation Address
TRCs	Transitional Regional Councils



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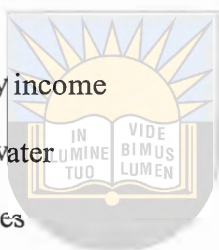
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CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1 Introduction

Mnquma Local Municipality is a category B municipality, located in the South Eastern part of the Eastern Cape Province and under the jurisdiction of the Amathole District Municipality (ADM) and comprises an amalgamation of the former Butterworth, Ngqamakhwe and Centane Transitional Regional Councils (TRCs). Mnquma Local Municipality shares borders with three other local municipalities, that is, Mbhashe, Intsika Yethu as well as Great Kei Municipalities and includes a number of previously administered rural areas. It is approximately 32 995 240 square kilometers, consists of 31 wards and has a total population of approximately 300 000 people. As part of the Eastern Cape, Mnquma is one of the local municipalities with the highest levels of poverty, illiteracy and unemployment.

Mnquma Local Municipality, classified as a medium-capacity municipality by the Auditor-General, has been receiving disclaimer (2006-07 Audit Report) and adverse (2007-08 Audit Report) opinions expressed by the office of the Auditor General due to capacity constraints and challenges with regards to its financial operations. There have been claims and allegations of ineffectiveness labelled on the municipality. At some stage, the Special Investigations Unit was called in to further investigate and substantiate these allegations. In February 2009, the National Minister of Provincial and Local Government announced the dissolution of the Mnquma Local Municipality, effectively placing it under administration due to, among other things, maladministration, poor service delivery and corruption.

However, in March 2010, the municipality boasted being the first Local Municipality in the District to have managed to produce a 'Master Plan' called the Mnquma Master Plan, aimed at incorporating, amongst others, the local business community in attempts to foster and accelerate service delivery. The municipality claims to have been able to highlight the capital projects that 'need to be treated as priorities and which also need urgent attention'. These

claims by the municipality seem to suggest an admission by the municipality of the existence of service delivery challenges and a further 'intent' to turn around their predicament.

The purpose of this research is to investigate and identify possible contributory factors to this lack of service delivery, probe whether the current attempts by the municipality to turn around the situation are likely to help resolve the matter, and to further suggest possible solutions.

1.2 Statement of the Problem

Since its establishment, from its initial days as the Butterworth Transitional Local Council in 1995/6, Mngquma Local Municipality has been plagued with accusations ranging from inefficiency, squabbles for positions, to as far as allegations of corruption. To further compound these claims, damning reports have been received from the office of the Auditor-General in its audit reports and from the National Department of Provincial and Local Government. An investigation by the Special Investigation Unit in December 2008 and a decision by the Eastern Cape MEC of Local Government to dissolve the Mngquma Local Municipality in February 2009, has also added strong impetus to suspicions of corruption against the municipality.

Having said that, the questions, which this research seeks to answer, are as follows:

- Is service delivery in the Mngquma Local Municipality living up to expected standards?
- Could the lack of efficient and effective service delivery in this local municipality be solely attributed to corruption?
- Are there any reasonable attempts to have the situation reversed, and if there are, are the prospects realistic that such reversal could be achieved under the present existing circumstances?

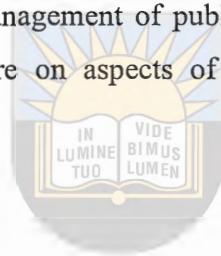
1.3 Research Objectives

The main objective of the research is to:

- Explore the problems and challenges confronting Mmquma Local Municipality and service delivery impact thereof.
- Attempt to formulate and suggest ways and means of bringing a resolve to the problems and challenges posed.

1.4 Significance of the Study

The research should assist the administrators of Mmquma Local Municipality by providing valuable information to help in responding to service delivery challenges within the municipality. The research should also contribute to the body of knowledge in as far as efficiency and effectiveness in the management of public resources and should further add value to the proliferation of literature on aspects of governance in the field of Public Administration.



1.5 Delimitation of the Study

The study was limited to the Mmquma Local Municipality and only focused on the aspects of bad governance responsible for the lack of service delivery observable in the municipality between the years 2005 and 2010. However, the study was severely hampered by the lack of cooperation by officials of the Local Municipality in as far as making relevant documents available and sharing valuable information for the assimilation of the researcher. The study touched on some sensitive issues of corruption, which some of the respondents were reluctant to divulge to the researcher.

To overcome the envisaged problem the researcher assured respondents of their guaranteed confidentiality and conducted meetings with all of them to clarify the purpose of the research. When required, the researcher provided documentation from the institution of the researcher assuring the participants of the authenticity and value of the research.

1.6 Ethical Considerations

The researcher was guided by the epistemic imperative of science and obtained the consent of respondents before gathering data, at all times. In the research report the anonymity, confidentiality and dignity of the respondents was carefully protected. No direct attempts were made to implicate or incriminate any particular individual or organisation in the study and participants would be given access to the final report. The researcher sought the informed consent of all respondents. It was clarified to the participants that their participation was voluntary and that they were free to discontinue their participation at any time during the research process.

1.7 Outline of the Study

1.7.1 Chapter One: Introduction and General Overview

In this chapter, the researcher attempted to provide an in-depth background to the municipality including statement of the problem, objectives and significance of the study amongst others.

1.7.2 Chapter Two: Literature Review

Various literatures were reviewed to explore scholarly writings on the issues of governance theory underpinning the study.

1.7.3 Chapter Three: Research Methodology

Appropriate research design and methods were explored in this chapter.

1.7.4 Chapter Four: Data Analysis

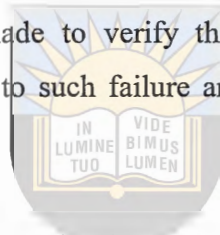
The gathered data was analysed utilizing available technological methods like Microsoft Office Excel, in the case of numerical or statistical data. This allowed for easy interpretation of the data, from which it was possible to draw conclusions in Chapter Five.

1.7.5 Chapter 5: Conclusions and Recommendations

Based on the study conducted and the data collected and analysed, the researcher drew conclusions and made recommendations in Chapter Five.

1.8 Conclusion

It is the duty of every municipality to ensure the delivery of basic services to the community it serves and to account satisfactorily for the manner, in which it conducts its duties as mandated by the Constitution of the Republic of South Africa, 1996. Persistent floundering to provide such accounts by the Mngquma Local Municipality, coupled with poor service delivery in the area prompted that an attempt be made to verify the extent, to which corruption and maladministration might be attributed to such failure and whether any strides are taken to overcome the problems experienced.



It is hoped that the study gives an unbiased opinion of the problems faced by the Mngquma Local Municipality. Furthermore, the study attempts to provide recommendations towards resolving some of the difficulties experienced by this municipality.

CHAPTER TWO LITERATURE REVIEW

2.1 Introduction

Lack of service delivery is the observable symptom of deeper underlying problems and challenges in the public sector. Section 152 (1) (a) of the Constitution of South Africa, 1996, clearly states that one of the objects of the Local Municipality is 'to ensure the provision of services to communities in a sustainable manner'. Failure to fulfill this obligation then brings to the fore the serious question of the operation and very existence of the municipality. This literature review, underpinned by the governance theory, seeks to provide a theoretical framework, against which the service delivery problems possibly confronting local government institutions in South Africa, may be interpreted and analysed.

In post-1994, the government faced the challenge of ensuring that resources previously allocated to a privileged minority population, were now evenly distributed to the entire population without any prejudice, bias or favour. "When the ANC took power in 1994 it made 'a better life for all' promise." This also had the effect of the social contract with the people of South Africa. Of significance is the emphasis on "all"- clearly implying the obvious: that the previous regime's contract per definition did not embrace "all" (Sonn, 2000:45). Local municipalities are amongst the institutions of government tasked with this duty of service delivery by responding and meeting the needs of society, sometimes with limited financial resources. Hence, good governance is vital in ensuring optimum use of these limited resources. It is, however, disappointing to observe that year-in and year-out the Auditor-General's Report on the municipalities in the Eastern Cape Province of South Africa indicates that the vast majority of the local municipalities in this province, Mquma District Municipality being one of those, are floundering in their duties in this regard, and pointing to governance challenges.

This literature review attempts to define governance in the context of the South African local municipality and that, which constitutes good governance, and contrast these with elements of

bad governance as espoused by authoritative scholarly writers in the discipline. The literature review will cover the issues of unethical behaviour, corruption, fraud and nepotism amongst others, which are a manifestation of bad governance and maladministration in the public sector. Fourie (2009b:7) writes that corruption can be seen as the antithesis of good governance and is a by-product of weak governance. Okumu (2002), cited in Sindane (2009b:12), asserts that of late it has been universally acknowledged that bad leadership has a direct correlation to the development of a nation, probably in all spheres be it political, economic or human development.

Finally, pertaining to good governance, issues of accountability, ethics and ethical conduct, responsiveness, efficiency and effectiveness, fairness and trust will be brought out and carefully unpacked. The literature review will show how these issues are necessities in ensuring good governance as, according to Kanyane (2009:9),

“... service delivery of quality has to be achieved if the technical governance issues such as accountability, administrative capacity and internal operations are well structured and reformed. It should be borne in mind that public service delivery is provided satisfactorily if the governance systems in place are responsive to the needs of the people”.

2.2 Conceptualizing and Contextualizing Corruption and Governance

Campos and Bhargava (2007: 9) define corruption, as the use of public office for private gain. It can take on a multitude of faces, its scale can be grand or petty; and can be classified into three broad types: state capture, patronage as well as nepotism, and administrative corruption. These authors also point out that although much of the concern voiced by international financial institutions, donor organizations, policy makers, and citizens has focused on the evils of corruption and its debilitating impact on growth and poverty reduction, the strategies to combat it essentially boil down to improving governance systems. Thus, “combating corruption is fundamentally about addressing poor governance rather than about catching crooks” (Campos and Bhargava 2007: 9).

Dorotinsky and Pradhan (2007: 268) suggest that often corruption can be broadly characterized as grand or political corruption and administrative corruption. Political corruption typically includes influence peddling on resource allocations and projects that benefit the decision maker, friends, and acquaintances; campaign-financing abuses; vote rigging and directing resources to special projects; and abuse of privileged information. Grand corruption is the large-scale transfer of public resources for private interests. Administrative corruption includes:

- (a) petty corruption, such as, bribery, direct theft of cash, goods, equipment, and services;
- (b) direct abuse of office, including misappropriation and misuse of public funds or assets, illegal fines, duties, taxes or charges, mis-procurement or contract steering; manipulation of regulations as well as licensing; cronyism as well as nepotism; and
- (c) indirect abuse of office, where regulatory authority is used, to extract rent from civil society, such as, taking bribes for favourable treatment or rulings.

Additionally administrative corruption is often referred to as “fraud, waste, and abuse” of public resources.

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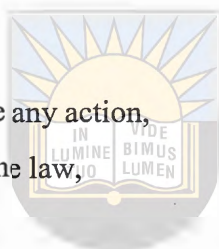
Cameron and Stone (1995:77) describe corruption as the violation of common interests for personal advantage. They write that even though it is difficult to offer a single definition of corruption, the following lists of activities are generally regarded as unethical conduct:

- conflict of interest, including such activities as making financial transactions to gain personal advantage, and accepting outside employment during the tenure in government,
- misuse of inside information,
- favouring relatives and friends in awarding contracts or arranging loans and subsidies,
- accepting improper gifts and entertainment,
- protecting incompetence,
- the use and abuse of official and confidential information for private purposes, and
- regulating trade practices or lowering standards in such a manner as to give advantage to oneself or to relatives.

Ware, Moss, Campos, and Noone (2007:295) argue that public procurement is particularly susceptible to corruption because of the high level of funds involved and because of the expenditure profile of public procurement programmes. Public procurement is particularly susceptible to corruption because of the high level of funds involved and because of the expenditure profile of public procurement programmes.

A term often used and closely associated with corruption is maladministration. Wikipedia.com, defines maladministration as 'a malfunctioning of an organization caused mainly by the top management'. According to Wikipedia, the definition of maladministration is wide and can include:

- delay,
- incorrect action or failure to take any action,
- failure to follow procedures or the law,
- failure to provide information,
- inadequate record-keeping,
- failure to investigate,
- failure to reply,
- misleading or inaccurate statements,
- inadequate liaison,
- inadequate consultation, and
- broken promises.



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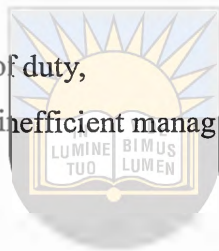
The Parliamentary Ombudsman in England who investigates complaints about government departments lists the following things, which indicate maladministration:

- failure to provide a service,
- delay that could have been avoided,
- faulty procedures, or failing to follow correct procedures,
- not informing you about any rights of appeal open to you,
- unfairness, bias or prejudice,
- supplying advice, which is misleading or inadequate,

- refusing to answer reasonable questions,
- rudeness and not apologizing for mistakes,
- mistakes in handling your claims, and
- failure to rectify things when something has gone wrong.

The Encarta Dictionary adds by referring to maladministration as bad management, which is defined as incompetent or dishonest management or administration, especially in public affairs. Among the words closely associated with maladministration, the web-based Legal Dictionary lists the following:

- blunder and bungling,
- dereliction evasion and failure of duty,
- incompetency, inefficiency and inefficient management,
- malfeasance,
- misconduct,
- misdirection,
- misgovernment,
- mishandling,
- misrule,
- neglect as well as negligence, and
- poor administration.



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Van der Waldt (2004:3) states that 'bad' governance is regarded as one of the root causes of all 'evil' in our society. Van der Waldt and Du Toit (1999:39) write that public officials are subjected to influences within and without the public sector, which may render them susceptible to unreasonable conduct, bias, nepotism and corruption.

Mafunisa (2002:192-193) suggests that concern with ethics in the public sector focuses on what is considered to be the right and proper behaviour of political office bearers and public officials. According to Mafunisa (2002:192-193), public functionaries are expected to act in an acceptable, effective, efficient, accountable, proper, fair and equitable manner in the

execution of their official duties. This source further claims that public functionaries may be corrupt, because of personal greed and dishonesty,

“The nature of human beings means that we must accept that unethical behaviour by political office-bearers and public officials might probably occur. Therefore students of Public Administration and practitioners in the public sector should be able to identify unethical conduct and devise measures to combat it.”

Corruption in Africa is significant, unabated, and country specific, driven by conditions ripe for unaccountable and less than transparent behaviour (Plummer & Cross 2007:221).

2.2.1 Impact of Corruption on Service Delivery

On the negative effects of corruption, Kanyane (2010:82) writes that the effect of fraud and corruption is eating away at the tax collected from the public, simultaneously in the process also eating away at the moral fabric of society. In turn, corrupt practices result in non-delivery of essential public services, thus denying communities their right to a better life.

“Corruption and organised crime undermine the gains of democratic transition in numerous ways. Among the most significant problems caused by such criminality is a breakdown in the delivery of basic services to the poor and the deterrence of potential foreign investment. Corruption delays the consolidation of democracy and restricts economic growth” (Zvekic & Camerer 2002).

A similar view is espoused by Webb (2008:596) claiming that not only does corruption impede service delivery, it also has a number of negative consequences inter alia lower levels of investment and growth, the discouraging of foreign direct investment and encouraging business to operate in the unofficial sector in violation of tax and regulatory laws. Webb (2008:596) continues by stating that the existence of corruption in a state is an indication that the management of its public institutions is weak; and that tolerating corruption of some could lead to the spiralling of malfeasance to a systemic level.

Transparency International (2005:3) in Ferreira, Engelschalk and Mayville (2007:368-370) state that the Transparency International Global Corruption Barometer identifies customs as the third most corrupt government agency after the police and the tax administration.

Corruption in this sector goes a long way in denying the country essential revenue, which would contribute towards economic growth as customs' revenue still represents a substantial share of total tax collection. For example, in the Russian Federation, customs' duties accounted for nearly 34% of total federal budget revenues in 2001 and approached 40% by 2005.

“Modern customs administrations not only collect revenue but also play two other vital national roles: expediting cross-border trade to promote economic development and preventing international trafficking in illicit goods, such as weapons and narcotics, to protect the state. Corrupt practices often stand in the way of meeting these challenges, actively compromising revenue systems operations, trade facilitation, and internal security requirements.” (Transparency International 2005:3)

In an attempt to quantify the cost of corruption and its impacts on service delivery, Ruhiiga (2000:1095) first combines manifestations of corruption that classifies the same category and develops a model for indicating their cumulative effect on service delivery. Fraud, gross negligence, embezzlement, abuse of power, theft and misappropriation are banded together (**F**) because in all these cases, individuals or groups physically transfer funds or resources from government sources for their own personal use. The awarding of tenders, bribery, favouritism, nepotism, insider trading, extortion and conflict of interest are grouped together (**T**) as these involve the receipt of illegal benefits by public officials from individuals and entities in return for favours. According to Ruhiiga, the immediate effect of (**F**) is that the loss of funds from public sources directly undermines financial commitments of government to render services leading to budget reviews and the postponement of projects to the following financial year. The result is that the costs of providing such services become higher the following year, because the costs of inputs follow inflationary pressures in the market. The other consequence is that planned supply of services and initiation of projects, which appear in the budgets of (local) municipalities, district municipalities and provincial departments are often not initiated, because of the theft or misuse of allocated funds. Concerning the awarding of tenders (**T**) through dubious criteria, for example, Ruhiiga (2009:1096) identifies four immediate effects as follows:

- (a) the elimination of normal competition thereby allowing mediocre service providers to get tenders that they are unable to deliver;
- (b) the price of the tender becomes higher than would be the case in order to cater for the commission demanded by corrupt public officials with no guarantee of quality work;
- (c) the respective clients at the bottom of the consumption chain receive services that are often substandard leading to high maintenance costs: and
- (d) often wasteful and fruitless projects are implemented even where they are not appropriate in meeting the service needs of the clients served.

“Corruption seeps into the fabric of society and becomes institutionalized as an acceptable way of managing the daily lives of the members of society. This directly undermines the rule of law and the ability of government to provide essential services to the people” (Ruhiiga, 2009:1094).

Tooley and Mahoi (2007:369) write that according to the Public Service Anti-Corruption Strategy there are four types of costs and impact of corruption:

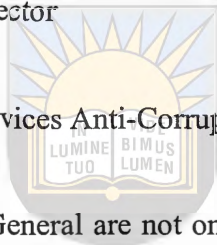
- **Macro-fiscal:** These include lost revenues from tax and custom levies, licensing fees, traffic fines. Excessively high expenditure because of corruption loadings and fronting on state contracts.
- **Reduction in productive investment and growth:** Widespread corruption provides a poor environment that does not attract foreign investment and investors likely to make long-term contributions to development may be hesitant to invest.
- **Costs to the public and to the poor in particular:** Diversion of resources from their intended purpose distorts the formulation of effective public policy and the provision of services. Petty corruption and payment of bribes have a particular impact on the poor. These have the effect of benefitting a few at the expense of many and reinforce existing social and economic inequalities. This in turn undermines the credibility of government and public institutions.
- **Loss of confidence in public institutions:** Once services can be bought and public officials break the trust and confidence the people have in them, a loss in confidence in public institutions thrive. This in turn undermines the rule of law, security of

property, respect for contracts, civil order as well as safety and ultimately the legitimacy of the State itself.

2.2.2 Institutions that Investigate Corruption in South Africa

The Public Service Commission (2001) identify the following main offices that investigate corruption in the public service in South Africa:

- National Prosecuting Authority (NPA)
- Independent Complaints Directorate
- Special Investigating Unit (SIU) (Heath Commission)
- Office of the Public Protector
- Auditor –General
- South African Police Services Anti-Corruption Unit



The Public Protector and the Auditor-General are not only offices, but also State Institutions that promote Constitutional democracy in South Africa. These are enshrined in Section 181 of the Constitution of the Republic of South Africa Act no. 108 of 1996. Section 182 of the Constitution clearly tabulates the Functions of the Public Protector as follows:

- 1) The Public Protector has the power, as regulated by national legislation to –
 - (a) investigate any conduct in state affairs, or in the public administration in any sphere of government, that is alleged or suspected to be improper or to result in any impropriety or prejudice;
 - (b) report on that conduct; and
 - (c) take appropriate remedial action.

Section 188 (1) of the Constitution also outlines some of the Functions of the Auditor-General

- 2) The Auditor-General must audit and report on the accounts, financial statements and financial management of -
 - (a) all national and provincial state departments and administrations,
 - (b) all municipalities; and
 - (c) any other institution or accounting entity required by national or provincial legislation to be audited by the Auditor-General...

- 3) The Auditor-General must submit audit reports to any legislature that has a direct interest in the audit and to any other authority prescribed by national legislation and all reports must be made public.

2.3 Whistleblowing

Diale (2005:270) writes that 'whistleblowing' refers to raising alarm in public about a wrong being committed in private. De Maria (1996) in Diale (2005:270) describes a whistle-blower as a concerned citizen, totally, or predominantly motivated by notions of public interest, who initiates out of free will an open disclosure about significant wrong doing directly perceived in a particular occupational role, to a person or agency capable of investigating the complaint, and facilitating the correction of the wrong doing. The whistle-blower is not a person acting out of personal greed to 'get back to others', but gives credence to the essence of democracy by upholding the principles of honesty, transparency and accountability.

Public Service Commission (2001) identify whistle-blowers as the main source of information on corrupt individuals or practices. They propose that whistle-blowers should be protected from the ostracization, which inevitably occurs, and should also be considered for special financial incentives, a view supported by some banks in South Africa that have gone ahead to announce a campaign to reward such individuals financially.

2.4 Good Governance

Maserumule (2009:200) writes that governance is a multifaceted concept so elusive that scholars in development studies and other related disciplines seem cautious to commit themselves to a single definition, though in many instances semblance of similarity of perspectives regarding its meaning do exist among them. Sindane (2009a:6) argues that governance is a value-laden concept, which is normative by nature and emphasizes 'ought' instead of 'is' in the means-ends continuum and can thus not be understood in the absence of clarity on the normative and the framework within, which it is operationalised.

In the web encyclopaedia, Wikipedia, governance is defined as ‘... the activity of governing, what government does. It relates to decisions that define *expectations*, grant power, or verify performance’. Sindane, (2009a:2) concurs with this definition and writes,

“...the concept of ‘governance’ refers to the process of decision-making and the process by which decisions are implemented (or not implemented). A process includes elements from within society that possess power and authority to influence public policy and decisions concerning public affairs. Thus governance signifies the existence of stakeholders and cannot be conceived of as the preserve of government alone”.

Molekane and Mothae (2009:4) explain that in a democratic country such as South Africa, citizens are significant in the manner in which they are governed and should be central to the day-to-day running of government. Being partners in governance implies the greater deal of participation and involvement of citizens in government programmes and decision-making processes. Hence, Fourie (2006) in Fourie (2009b:3) is of the opinion that governance is fundamentally a political imperative and cannot be reduced to a purely public administrative function due to the conflation of the political-administrative roles to be fulfilled. Esterhuysen (2000:61) states that the term governance is multi-dimensional ... and covers, for instance the obligation of supervising and monitoring management performance. It also touches upon accountability of management to stakeholders. Briefly, governance deals with key issues of performance and conformance.

Fourie (2009a: 1114) pens that the common thread of a multitude of definitions is that good governance in essence addresses the allocation and management of resources to respond to collective challenges, such as, fraud and corruption. Good governance also requires capacity, skills, knowledge, and the resources to fight fraud and corruption. One of the key enablers to do so is the establishment and administering of sound institutional mechanisms. Molekane and Mothae (2009:5) argue that the critical elements in governance include participation, rule of law, transparency, responsiveness, equity and accountability; and propose that good governance as qualified governance implies the reflection and application of these principles in the manner, in which government, through public authorities, makes and implements

decisions. Fuhr (2000) is of a similar view and proposes that governance embraces four key features, i.e.

- accountability (building government capacity),
- predictability (foundation: rule of law),
- participation, and
- transparency (disclosure of information).

Sindane (2009a:10), on the other hand, identifies three pillars of good governance as accountability, ethics and trust; and argues that the best political system for good governance is the democratic political system with its purported transparent, accountable and representative features.

“Governance will be good if government attains its goal of ‘good life for all through creating enabling conditions for individuals and groups to lead a good and satisfactory quality of life. In the South African context, it is prudent to mention the ‘Ubuntu’ way of life as accentuating good governance because of its emphasis on sharing, solidarity, compassion, collective brotherhood and collective morality” (Sindane 2009a:9).

According to Fourie (2009a:1115), theories of good governance contend that governance and democracy are essential conditions for the development of societies. As for the public sector, the political environment requires a different mode of governance, wherein it mostly focuses on the checks and balances and especially the value systems that emphasizes the issues of ethics and codes of conduct. Fourie (2009b:14) continues by writing it is critically important that good governance should be based on the acceptance of ownership of all, who are involved in the managerial process, that the highest standards of ethical behaviour and integrity are expected of all and that all actions are distinguished by transparency and consistency.

Sonn (2000:48) composes that good governance in a democracy is not only ensured by government, but also by the extent, to which the people and institutions of civil society commit themselves to the sustaining of democracy and to the building of a culture of

productivity, self-reliance and ownership of the sense of responsibility to make our democracy succeed. Good governance accordingly is not only how government behaves, but as much, how our organizations, and we the people, respond. The future of a democracy and good governance remain the responsibility of the citizen ... it is a total endeavour.

Kuye & Tshiyoyo (2009:5) pen that good governance is an imperative in Africa, because it would provide the means that represent the realm through, which good policies can be implemented in the national interest. It should be quite well understood that a well-functioning bureaucracy could help to improve the efficiency, with which resources are allocated and promote growth and poverty reduction by providing sound policy input and delivering critical public goods and services in a cost effective manner.

Good governance alone will not end poverty, but we cannot significantly reduce poverty, especially within a human rights approach, without good governance. Good governance is necessary at all levels, from the global to the local, but it is also necessary to identify those levels of governance requiring special attention, and this may vary from country to country: it is not always the case that governance at the national level is the central problem as far as poverty alleviation is concerned (Luyt, 2008:1).

Maserumule (2009: 202) emphasizes that the effective delivery of services to enhance the well-being of a country's citizens is the most important aspect of good governance, which also needs to be emphasized in its definition. Therefore, good governance should be measured by the well-being of the people.

Plummer and Cross (2007:239-241) identify and elucidate the following as being the key dimensions of good governance:

- **Diagnosis and Measurement** - Effective anticorruption policy depends on sound diagnosis and understanding of the sector context, coupled with measurement systems that enable sector benchmarking and that monitor relative progress can be used to raise awareness and focus efforts.

- **Transparency and Access to Information** – Promoting greater transparency around the actions of politicians and (public) sector officials creates disincentives for their engagement in corrupt transactions. Transparency can be developed in various forms at the project, community, and sector levels - publicizing utility accounts, budgets, contracting arrangements, and annual reports, and holding public hearings by regulators are all tangible mechanisms for improving transparency. Access to information is, thus, essential to improve demand for accountability.
- **Accountability** - The development of accountability, be it through transparency, professionalism, honesty, or competence, is central to tackling corruption ... and applies to all parts of the service delivery framework.
- **Education and Advocacy** - Lack of awareness is a key factor preventing action in Africa. Politicians, high-level officials, the media, and the general public all need to be more aware of the causes and consequences of corruption.
- **Institutional and Policy Reform** - Reforms addressing the complexities and ambiguities of country policy, regulatory, and institutional frameworks and decentralization are vital and must be underpinned by civil service reform, particularly in the areas of organizational and financial management.
- **Leadership** - The need to embed the anticorruption struggle in broader reform, strong leadership, and good management is critical. Central to the anticorruption institutional reform agenda is leadership: the struggle will be carried by leaders, who cast the drive against corruption as a part of their effort to expand and improve services.
- **Integrity** - Efforts to promote integrity and ethical behaviour among government officials, utility managers, and others working in the (public) sector need to be developed. The integrity pact promoted by Transparency International pledges contractors, suppliers, and government agencies to refrain from offering or accepting bribes in connection with public contracts. Government and professional associations have to develop codes of conduct or ethics and training on ethics issues with the aim of binding members to corruption-free behaviour. Other mechanisms include establishment of business principles, laws and rules governing conflicts of interest, and protection for whistle-blowers.

- **Enforcement and Regulation** – There is a need to join the large number of countries that have introduced anticorruption legislation, regulations, rules, and procedures aimed at controlling corruption. In most developing countries, however, though they may have systems in place these are rarely accompanied by effective enforcement, and many have proven ineffective, in part because the police and judiciary are themselves riddled with corruption.

The King Report (2002) cited in Fourie (2009b:5), identified the following seven primary characteristics of good governance:

- *Discipline*, which means a commitment by the organization's senior management to standards of correct and proper behaviour.
- *Transparency*, where an outsider can meaningfully analyse the actions and performance of the organization.
- *Independence*, in which the conflicts of interests are avoided.
- *Accountability*, where communities' rights to receive information relating to the stewardship of the organization's assets and performance are addressed.
- *Responsibility*, where all the consequences of the organization's behaviours and actions in relation to the commitment for improvements are accepted.
- *Fairness*, in terms of the acknowledgement of respect for and balance between the rights and interests of the various stakeholders of the organization.
- *Social responsibility*, where the organization demonstrates the commitment to ethical standards and its appreciation of the social, environment and economic impact of its activities on the society in which it functions.

Given the discourse on governance, it has become apparent that there is agreement that issues of accountability, ethical behaviour, and response to people's needs form the cornerstone of good governance and these will be explored a bit further.

2.5 Accountability as a Cornerstone of Good Governance

Accountability can be broadly defined as a social relationship where an actor (an individual or an agency) feels an obligation to explain and justify his or her conduct to some significant other (the accountability forum, accountee, specific person or agency), (Ghutto et al in Parliament of the Republic of South Africa 2007:8). Ababio (2007) in Molekane and Mothae (2009:3) defines accountability as the answerability for performance and the obligation of public authorities to provide a satisfactory explanation to the public concerning the use of power, authority and resources entrusted on them. Hence, Fourie (2009b:5) alludes to accountability as communities' rights to receive information relating to the stewardship of the organization's assets and performance ...

Luyt (2008:4) writes that in South Africa, accountability is especially important at provincial and local municipal level, since it is at these levels that the major part of the national budget, aimed at alleviating poverty through the provision of housing, health and education services, is spent. In terms of implementation, governance is only as good as its weakest links, and in South Africa, the weak links are provincial and local government, although there is great variation in the quality of provincial and municipal governance. Some provinces and municipalities display relatively good governance others are simply appalling. According to Luyt (2008:5) government at all levels, but especially at provincial and local level, needs to be held accountable for efficient and effective:

- ***Planning and budgeting***

The importance of drawing up accurate and realistic strategic plans cannot be overestimated. In the absence of coherent plans, government departments cannot properly quantify the needs of those requiring their services or properly estimate costs, nor can these departments accurately track, control or report on expenditure. Consequently, they cannot properly monitor the delivery of services to ensure the efficient and effective use of scarce public resources to address the human rights of those dependent on public services.

- ***Implementation***

It is vital, therefore, that government departments account for the implementation, including the financial management, of their plans.

- ***Oversight and corrective action***

Accountability is the right to obtain justifications and explanations from public officials or private service providers responsible for the use of public resources. This places an obligation on officials to account for the use of public resources. It also places an obligation on oversight bodies to demand adequate explanations and justifications from government officials and, where these are not provided or are unsatisfactory, to instigate corrective action, using the full extent of their constitutional/legislative powers.

Accountability is not simply about acting as a government watchdog. It should also be aimed at critical, but constructive engagement aimed at strengthening governance through positive interactions, based on rigorous evidence-based accountability monitoring, with various levels of government (Luyt, 2008:6).

Parliament of the Republic of South Africa asserts that the functions of accountability include the following:

- To enhance the integrity of public governance in order to safeguard government against corruption, nepotism, abuse of power and other forms of inappropriate behaviour.
- As an institutional arrangement, to effect democratic control.
- To improve performance, this will foster institutional learning and service delivery.
- Concerning transparency, responsiveness and answerability, to assure public confidence in government, bridging the gap between the governed and the government and ensure public confidence in government.
- To enable the public to judge the performance of the government by the government giving account in public.

Accountability gives rise to public trust in the public service. According to Hexing (2009:3), trust, this has respect to accountability, openness, transparency and integrity, matters a lot to public governance. It can largely reduce the cost of governance and increase the benefits of citizens from good governance. The significance is,

“there is more than one factor that contributes to building or denting trust and when this multi-dimensional concept of trust is linked to the concept of public governance,

it becomes clear that the institutions, processes, rules, regulations, the aspect of relationships between the government and the citizens, information sharing etc., impact directly on trust.” (Hexing 2009:3)

Molekane and Mothae (2009:14) add that when citizens have confidence and trust in government they are willing to participate openly in government activities. Participation of citizens increases government resource base that will ensure the optimum use of available public resources. Effective use of resources, participation and having trust and confidence in government will therefore promote good governance, which will ensure sustainable development.

Sindane (2009a:13) goes further to identify four types of trust as professional, political, personal and public (community); and further argues that such trust should not be assumed just because someone holds a position of power in development. “Such individuals must still earn being trustworthy through their actions or inaction.”

Sikakane and Reddy (2009:3) write that public accountability is an important component of local governance as it promotes community involvement and participation. Local government is at the coalface of service delivery given the notion of “wall-to-wall” local government. All programmes and projects, such as, *inter alia*, housing, water supply, sanitation and roads require accountable municipal functionaries, so that they gain the confidence and trust of local communities, who will then take ownership of the particular programme or project and ensure its success and sustainability. The success or failure of a municipality depends, largely, on the accountability of all key role-players and stakeholders in the local governance process. Public accountability is a tool for participatory local democracy.

Against this background, Section 152 (1) of the Constitution of the Republic of South Africa Second Amendment Act, No. 3 of 2003, tabulates the objects of local government as being to:

- provide democratic and *accountable* government for local communities;
- ensure the provision of services to communities in a sustainable manner;
- promote social and economic development;

- promote a safe and healthy environment; and
- encourage the involvement of communities and community organisations in the matters of local government.

As such, Section 152 (2) requires the local municipality to strive within its financial and administrative capacity, to achieve the objects set out in subsection (1).

Gildenhuys (1997:26) points out those councillors, as elected political representatives, are individually and collectively directly accountable to the public and can be held responsible for the collection, safeguarding as well as the efficient and effective spending of all public moneys. Although the executive committee and officials may be directly responsible for the mismanagement of public funds, the council, as represented by the elected politicians, will in the final analysis account in public for such maladministration. Therefore, the obligation rests upon the council – and indeed each councillor – to see that the management of public funds by the executive committee and officials complies with all the standard requirements for good, sound and honest financial management. This alludes to the fact that the Municipal Finance Management Act of 2003 prescribes that every department and constitutional institution must have an accounting officer, and designates heads of departments and chief executive officers of constitutional institutions as accounting officers.

Fourie (2009a:1119) proposes the following institutional mechanisms of ensuring good governance:

- strategic planning and operational plans
- budgeting
- transversal systems
- Early Warning System (EWS)
- Internal auditing
- Internal and external reporting, and
- performance management.

These mechanisms place a huge emphasis on the cruciality of accountability in the South African public sector.

Finally, Molekane and Mothae (2009:4) conclude that the following highlights are important in understanding accountability:

- Performance – government has to be liable for accomplished performance levels as required and expected by the citizens, thus failure or success of government programmes;
- Actions and behaviour of public authorities are consequent to their performance and should therefore be accounted for;
- Accountability is an obligation not a choice. Government should establish means and ways of explaining their actions to the citizens;
- Government has to explain how government uses power, authority and resources and that the underlying principle for public accountability is that power, authority and resources entrusted to public officials are used efficiently and effectively in the interest of the citizens; and
- Most importantly, citizens do have the authority and therefore the responsibility to hold government accountable, hence, the citizens have the right to hold the government to set standard of performance, decide if those are fulfilled and penalize if responsibilities not efficiently executed resulting in standards not being met.

2.6 Ethics and Professionalism

Mafunisa (2001:335) states that ethics are rules or standards governing the moral conduct of employees in an institution. According to Mafunisa, ethics deals with values relating to human conduct, with respect to rightness or wrongness of particular actions and to the goodness or badness of the motives and ends of such actions. Rightness refers to what ought to be or what is approved and wrongness to what ought not to be or what is disapproved by the society.

Kanyane (2010: 82) explains that within the context of the public service, leaders and managers need to possess high standards of ethics and professionalism, two convergent qualities that could be considered non-negotiable requirements in any political or public official. Leaders and managers must lead and manage by example. Their conduct and attitude

must be beyond reproach and above suspicion of selfishness in their service to the public. The public interest must supersede the private interest if the government is serious about turning service delivery around for the good of the public.

Sindane (2009a:11) espouses that in order for governance to be impartial, fair, and equitable and without bias (RSA Constitution 1996:83); certain qualities are demanded from those engaged in governance for sustainable development. For example, it is expected of those engaged in governance to possess the capacity to judge and determine appropriate courses of action. These courses of action should be based on the participants' interpretation of shared values within the community, thus necessitating a thorough knowledge of societal values. The participants' actions will be evaluated by members of the community on whether they advance communal life. Hence, Sindane considers ethical behaviour of public officials as one of the pillars of good governance.

Molekane and Mothae (2009:16) write that it is expected of the public servants to perform their duties ethically and morally. The South African Government developed a code of conduct that will ethically guide the behaviour and conduct of public functionaries and their relationships among themselves and with the citizens. Acceptable behaviour and conduct of all role players is a pillar of good governance and ensure that those in authority become sensitive to the development needs of the citizens.

According to Van der Waldt, Van Niekerk, Doyle, Knipe, & Du Toit, (2002:265) the South African public service predominantly only requires to adhere to rules, regulations, orders and instructions. Public officials and managers have therefore been considered accountable only to the extent, which they are legally required to answer for their actions. Furthermore, these authors then argue that this approach should be expanded to include issues like morality of administrative actions.

An important guideline for moral behaviour in the public sector is the perception, which public officials have themselves as being trustees for the public good; an acceptance of this concept has the consequence that responsibility and accountability cannot be avoided

(Craythorne 2003:260). This author further suggests (2003:261) that the challenge for local government is to produce a new breed of practitioner, who will exhibit integrity of the highest degree and deal ruthlessly with any unethical conduct, breach of morality, and any waste of resources.

Public Service Commission (2001:150) defines being 'ethical' as adhering to moral values and therefore subscribing to ethical standards that indicate the appropriate stance and behaviour of individuals, groups, institutions as well as organizational and social systems. These standards are moral obligations arising from principles about right and wrong. According to the Public Service Commission (2001:152), ethical conduct and behaviour build on core moral values while respecting cultural diversity.

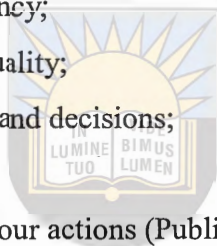
In addition, the Public Service Commission (2001) espouses the importance of promoting ethics and ethics management in the workplace. It emphasizes the recognition of the ethical dimension in the organization and its environment. As such, they propose that there is a need for this ethical dimension to be managed alongside and integrated with other areas of management, such as, time management, human resource management, financial management and organizational design. According to the Public Service Commission, this organizational ethics management involves:

- Awareness of the ethical of an organization and the context, with which it interacts, and which also impacts on the organization;
- Behaviour or actions of individuals and groups, as well as the way organizational and social systems function;
- Developing sensitivity to the fact that everyday business practice implies decisions and actions motivated by certain moral values;
- Developing sensitivity to the obligation to be held for our moral values;
- The ability to distinguish right from wrong by carefully taking the interests of all and everything involved into account;
- The commitment to do what is right and to protest any action or decision that might lead to wrongdoing, or in itself is morally unacceptable;
- Regular revisiting of standards of organizational ethics;

- Regular accounting and auditing of and reporting on the management of ethics in the organization and the interaction with the social and natural environment;
- Core moral values decided upon by an organization can be set out in a brief standard of ethics or code of ethics (code of conduct) for both personal behaviour and structural aspects of the organization or society.

The values underlying the Code of Conduct are as follows:

- Display a commitment to good governance in the organization and in society at large;
- Maintain the principles of honesty and integrity in all circumstances;
- Promote openness and transparency;
- Strive towards excellence and quality;
- Be accountable for your actions and decisions;
- Promote justice in all situations;
- Be loyal and trustworthy in all your actions (Public Service Commission, 2001:153).



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The first of the values and principles of public administration (Section 195, RSA Constitution, 1996) is that a high standard of professional ethics must be promoted in every sphere of government. Furthermore, the eight '*Batho Pele*' principles were developed to serve as acceptable policy and legislative framework regarding service delivery in the public service. These principles are aligned with the Constitutional ideals of, amongst others, promoting and maintaining high standards of professional ethics in the public service.

2.7 Response to People's Needs

“When this administration came into office last year, we undertook to work harder to build a strong developmental state. We said it would be a state that responds to the needs and aspirations of the people, and which performs better and faster. This year, 2010, shall be a year of action. The defining feature of this administration will be that it knows where people live, understands their needs and responds faster. Government must work faster, harder and smarter” (Zuma, 2010: 5).

This statement by the president clearly enhances the importance of responding to people's needs in ensuring good governance.

Okafor (2009:7) writes that citizens now want high quality services that are built around their own needs where processes and systems are developed to enhance outcomes and not merely enhance internal mechanisms of ministries/department/agencies. A strong 'state capacity' is critically important as a distinguishing feature of a developmental state. It is achieved through the creation of an inexpensive, efficient and effective public service, staffed by the nation's brightest and best servants functioning without constraints, and capable of being innovative in addressing the social and economic needs of the citizens (Beeson n.d.; Evans 1988; Johnson 1982 & Palidano 2000 in Maserumule 2010:17).

Stare, Decman and Klun (2009:3) speak of 'user-friendliness' as being one of the fundamental values in the public sector.

"This was part of the New Public Management concept, which introduced 'entrepreneurial thinking' to the public sector. This emphasized an awareness of the importance of service users...user-friendliness is part of a move towards ensuring customer satisfaction, while recognizing customer satisfaction must be subordinate to the public interest."

According to these authors, public administration must deliver user-friendly operations and must recognize customer expectations, understand factors that influence user satisfaction with services and find forms of services that will meet users' needs and desires. The changing social conditions and environment demands a rapid response from the public sector, with customer satisfaction being one of the most important measures of performance. There is a continual need to introduce new approaches and working methods and to adapt services to various target groups of users in order to ensure their satisfaction.

Governance is, "the role of public, private, and non-profit sectors in managing the common aspects of the lives of citizens" (Hexing 2009:29). Furthermore, good governance can keep the balance between the mutual expectations and self-interests, and therefore match the shared

expectations of citizens. Good governance is to foster good civic life, such as, civic trust, civic engagement, civic discourse, and civic culture.

One way of ensuring the response to the people's needs is by establishing systems of performance management. Armstrong and Baron, 1998 in Okafor (2009:8), describe performance management as a strategic and integrated approach to delivering sustained success to organisations by improving the performance of the people, who work in them and by developing the capabilities of teams and individual contributors. Armstrong (2003), also in Okafor (2009:5), says, "performance management is a means of getting better result from the organisation, teams and individuals by understanding and managing performance within an agreed framework of planned goals, standards and competence requirements." According to this source, performance management system is concerned with, amongst other things ... satisfying the need and expectations of all the organisation's stakeholders.

Former Minister of Provincial and Local Government Sidney Mufamadi cited in Pillay and Subban (2007:58) states that when municipalities, develop their own performance management systems, these systems serve as strategic tools to enable municipalities to:

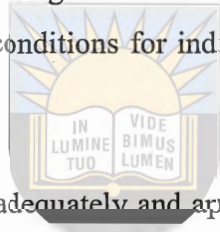
- monitor their own performance in the implementation of IDP's;
- improve efficiency, effectiveness, quality and accountability in service delivery;
- while maximizing the development impact; and
- empower communities and the public to hold municipalities accountable as true and real agents of service delivery and development.

2.8 Conclusion

This literature review provided diverse scholarly writings about the multi-dimensional perspective of governance conceptual and theoretical underpinnings. Furthermore, it has espoused that elements of maladministration and corruption are prevalent in almost all societies in the world and are particularly rampant in the public service. Whether on a large scale, as in grand or political corruption, or on small scale, as in administrative corruption, corruption has the potential to debilitate service delivery, cripple the administration of

governments, retard economic growth and deny innocent citizens an opportunity to have the benefit of the fruit of democracy.

At the same time, the literature review depicted that while on the one hand, maladministration is the antithesis of good governance, with wide and far-reaching effects, good governance and democracy on the other hand are essential conditions for the development of societies. The indispensable features of good governance were indicated to include issues of accountability, ethics, trust, participation, rule of law, transparency, responsiveness and equity amongst others; and these can be used as a yardstick to measure whether public officials are doing their work in a manner conducive to producing effective and efficient service delivery. Good governance proved to create enabling conditions for individuals and groups to “lead a good and satisfactory quality of life”.



Finally, to ensure that the government adequately and appropriately responds to the needs of their communities, performance measurement systems must be in place to enable that public officials are always held accountable as true and real agents of service delivery and development.

CHAPTER THREE RESEARCH METHODOLOGY

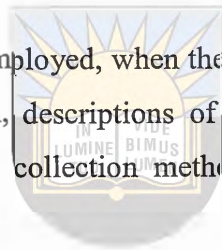
3.1 Introduction

Having explored the theoretical aspects of the study in chapter two, the researcher had to follow certain procedures that ensured a thorough analysis of the problem as laid out. This chapter provides the Research Methodology, which outlines the methods employed by the researcher to gather in-depth knowledge about the phenomenon under study.

In this chapter, the research methods employed, when the study was conducted, are explained and their choice justified. In addition, descriptions of the chosen research design, target population, sampling techniques, data collection methods and procedures as well as the delimitation of the study are explained.

3.2 Research Design

In conducting the study, the researcher opted to employ a mixed methods design (quantitative & qualitative) which entails, “strategies derived from qualitative and quantitative methods are used within a single project” (Morse 2003:191). By combining and increasing the number of research strategies used within a particular project the researcher was able to broaden the dimensions and hence the scope of the project. Furthermore, the major strength of mixed methods designs is that these allow research to develop as comprehensively and completely as possible and when compared with a single method the domain of inquiry is less likely to be constrained by the method itself. The application of the methods was sequential, since according to Morse (2003:199) in the sequential use of mixed methods the method that theoretically drives a project is usually conducted first, with the second method designed to resolve problems or issues uncovered by the first study or to provide a logical extension from the findings of the first study.



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3.2.1 *Quantitative Research Design*

In conducting quantitative research, the researcher prepared and distributed questionnaires to the members of the general community of Mngquma Local Municipality (see Annexure C). According to Jack (2007:61), in general, the quantitative method is supported by the positivist paradigm, which leads to regarding the world in terms of observable, measurable facts. Therefore, the questionnaire was structured in such a way that it allowed the researcher to quantify the opinions of the respondents.

The use of quantitative methods has always been favoured by organizational and management researchers, since these methods use:

- Standardized measures of variables (via experiments and surveys) allow the researcher to state with precision the strength and direction of relationships between variables (Currall & Towler, 2005:516).
- These procedures pave the way for the use of inferential statistics (e.g. correlations, regression coefficients) that can be compared across studies, and allows the researcher to make estimates concerning the probability

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3.2.2 *Qualitative Research Design*

The qualitative research design was utilized due to a number of advantages associated with it:

- Firstly, it was useful because it allowed the researcher to describe and evaluate the performance of programmes in their natural settings, focusing on the process of implementation rather than on quantifiable outcomes.
- Secondly, it availed collecting data through securing appointments with all the municipal officials targeted for the study with the intention of interviewing them. This offered the researcher the opportunity to interact with the officials in their regular work environment, and gave the researcher first-hand experience of how the offices of these officers function.
- Thirdly, it was again employed when the researcher approached business people belonging to the Butterworth Business Chamber, whilst they were gathered for a business chamber meeting, and were subsequently interviewed.

3.3 Target Group

The group, from which data were collected, comprised the senior management officials in the municipality including the Municipal Manager, local business community, and the general public residing within the towns of Butterworth, Nqamakwe and Centane in the local municipality. The senior management officials included the Municipal Manager, the Chief Financial Officer and Heads of the Directorates in the municipality. The targeted respondents (municipal personnel) were chosen, since they were known to hold specific knowledge on the issue being researched. Furthermore, general respondents were chosen mainly from Butterworth, since this town boasts the largest population, and additionally, is the economic hub of this municipality and contributes 1 125 855 (77%) towards the municipality's total GDP (Mnquma IDP, 2010:25).

3.4 Sampling

The sampling methods used were a combination of simple random sampling with purposive sampling techniques. Simple random sampling involves randomly selecting individual units from a sampling frame ... giving all units an equal chance of being selected (David & Sutton, 2004:150). Random sampling was used in the collection of data from the business community and the general public residing within the municipality.

According to MacMillan and Schumacher (2006:126), in purposive sampling the researcher selects particular elements from the population, who will be representative or informative about the topic of interest. Based on the researcher's knowledge of the population, a judgment is made, about which subjects should be selected to provide the best information to address the purpose of the research. Hence, purposive sampling was utilized in collecting data from the municipal officials.

3.5 Data Collection Methods and Procedures

3.5.1 *Unstructured Interviews*

The researcher used unstructured interviews to gather data from the municipal officials; hence, Lee (1993:101) alludes to the fact that for topics involving content, which may be of a sensitive kind, there is preference for unstructured or in-depth interview. The research touched on sensitive issues, such as, corruption and maladministration and thus great care had to be exercised when attempting to gather information. MacMillan and Schumacher (2006:204) further suggest that unstructured interviews allow the researcher greater latitude in asking broad questions, facilitating a high degree of objectivity and uniformity yet permitting probing and clarification.

During the interviews, the researcher probed important issues as laid out in the interview guide (see Annexure E). The questions in the interview guide were used merely as a guide, but not phrased rigidly as they appear in the guide. However, during the interview, all the desired responses were elicited. This was done in concurrence with Rubin and Rubin (1995:42) who suggest, "...you begin a project with a design in mind to keep you on target about what you intend to learn. However, you do not have to follow the design in every detail. The questions change during the research as new avenues of inquiry open up". This encouraged the exploration of the topic in different ways. Thus, interviewing was flexible, iterative and continuous rather than prepared and locked in stone.

The respondents were always interviewed in their offices in the Mnquma Local Municipality offices in Butterworth, except for one respondent, who was willing to be interviewed over the telephone. The respondents, who were targeted for unstructured interviews were the Municipal Manager, the Chief Financial Officer, the Human Resource Manager, the Research Manager, the Director of Strategic Planning and Development as well as the Director of Infrastructural Development. These respondents were chosen; since they were in the possession of full knowledge of the phenomenon under study. By virtue of the positions, they occupy in the municipality could provide in-depth information. All these targeted individuals, with the exception of the Director for Infrastructural Development, who could not be

interviewed due to a clash in the interview appointment time with another official, were actually interviewed as reflected in Annexure D.

Even though the interviews proceeded smoothly with full co-operation from the respondents, there were a few challenges in securing meetings. In some cases the researcher would secure appointments, and then found that the respondent had to attend another meeting elsewhere during the time of the set appointment, or that the secretary had forgotten to notify the respondent of the scheduled meeting. These challenges were overcome by rescheduling the meetings and phoning on the set day to ensure that the respondent was available before making the trip to the municipality offices. The interviews were conducted over a period spanning from November 2010 up to August 2011 (see Annexure D).

3.5.2 Focus group interviews

To gather data from the selected business and community members, the researcher employed focus group interviews. At present, the business community in the area belong to a single association, known as the Butterworth Business Chamber; therefore, it was easy to secure a group interview with some members of this association. In addition, the method accommodated interviewing several people together. Bless and Higson-Smith (1995:113) suggest that this kind of interview, apart from the obvious practical advantage of interviewing several people at the same time, is useful in that it allows participants to share their thoughts, sparking off new ideas in each other and considering a range of views before responding to the questions of the researcher.

The five business respondents in the focus group were helpful in providing responses to the subject under investigation (see Annexure F for interview guide) and their input in matters relating to economic development was invaluable. The interview was conducted during the recess of a chamber meeting in their meeting venue, having secured prior permission from the organizers to enact this; hence, no problems were encountered in assembling the group.

3.5.3 *Questionnaire Survey*

Questionnaires (see Annexure C) were distributed randomly to members of the community in the Nqamakwe, Centane and Butterworth area. Fifty questionnaires were distributed (30 in Butterworth, and 10 each in Nqamakwe and Centane respectively); 40 were returned. This meant that 80% of the questionnaires originally distributed were actually returned for analysis. Twenty-three questionnaires (57%) were returned from Butterworth, seven from Centane, and 10 from Nqamakwe. The public had first-hand experience, was in a strategic position to evaluate the performance of the municipality, since they were the main recipients of municipal services, and bore the brunt of the municipality's lack of efficient and effective service delivery.

The researcher explained the purpose of the questionnaires and sought the consent of the respondents to participate in the research before giving out the questionnaire. Furthermore, the researcher recognized that some respondents might be challenged to answer in English, and hence allowed those to pencil in their responses in their vernacular. The respondents were allowed to take the questionnaires home and take their time to complete them as comprehensively as possible. A major challenge that was encountered was that the respondents found the questionnaire rather lengthy and were often reluctant to pencil in the responses by themselves. Thus, sometimes the researcher had to resort to phrasing questions in the local language and requesting local high school pupils to assist in penning down responses, especially for the elderly. Concerning unreturned questionnaires, the respondents did not turn up when questionnaires were collected and could not be contacted. However, questionnaires that were returned comprised a sufficiently representative sample.

3.5.4 *Documentation*

The researcher further employed artefact collections in obtaining further data about the study. These types of documents utilized in this regard were official documents of the municipality, including the:

- Integrated Developmental Plans (IDP),
- Annual Budgets (Mnquma IDP, 2010),
- municipal policies and by-laws; and in addition the

- Auditor-General's Reports (www.agsa.gov.za).

According to Welman, Kruger and Mitchell (2005:151), apart from the non-reactivity associated with the unobtrusive nature of (these) official statistical and archival sources, their greatest advantages are the ease and low cost involved in obtaining them, and the fact that these are especially useful in such large-scale investigations. All the artefacts utilized proved invaluable and freely available on the internet sources as well as on the municipal website of the Mngquma Local Municipality.

3.5.5 Observation

The researcher approached the Mngquma Local Municipality offices in person to arrange appointments for interviews with the various departmental heads. The researcher sought to check, with enthusiasm, the etiquette and the level of professionalism displayed by the municipal officials (from secretaries and personal assistants to the directors) in handling the research process. Moreover, the researcher visited the community service points and observed how the public was served by the municipal employees. The intension of the researcher was to secure an opportunity to observe and record issues of interest as far as community service were concerned first hand, entirely non-dependent on other people's reports and opinions.

3.6 Data Analysis and Interpretation

The analysis of the quantitative data collected was prepared by using of Microsoft Excel. This computer application allowed the researcher to plot graphs to illustrate the findings of the study. After each interview conducted, the researcher pencilled the responses in a notebook and then later reconciled the information gathered to determine whether there were any trends, inconsistencies, contradictions and margin of errors in the information provided; this was in conjunction with ascertaining if the data relevantly answered the research questions posed. This included narrative analysis for the information drawn from qualitative study. From the data, the researcher was able to draw conclusions and subsequently make recommendations.

3.7 Delimitation of the Study

The study was limited to the Mngquma Local Municipality and focused on the aspects of governance that might have been responsible for the lack of service delivery observable in the municipality between the years 2005 and 2010. Simultaneously the researcher needed to ascertain whether there were any measures in place to rectify the situation, and if so, if such initiatives were yielding any positive outcomes in contributing towards improvement in the efficient and effective delivery of services.

However, the study was hampered by a general tendency of often failing to honour appointments for interviews. Furthermore, when issues relating to corruption were mentioned, the researcher observed a general feeling of uneasiness at making any convincing and persuasive responses.

To overcome the problem the researcher rescheduled meetings and phoned the relevant office before turning up for the interview. Thus, the respondents were assured of confidentiality, combined with providing proof of the authenticity of the study in the form of covering letters from the institution (see Annexures A & B). Finally, the respondents were assured that they would be able to gain access to the report of the study on completion.

3.8 Conclusion

In this chapter a careful selection of appropriate research methods and data, collection procedures were employed to elucidate the picture of the state of affairs in the Mngquma Local Municipality clearly. A sequential use of mixed methods was preferred, since quantitative and qualitative research methods are complementary rather than opposed approaches. Thus, the combination of the techniques helped to enhance and enrich the current knowledge by filling in the gaps that might have been created by using a singular approach.

After identifying the target group, simple random and purposive sampling techniques were used in selecting the respondents to the study; then unstructured interviews, focus group

interviews, a questionnaire survey, documentation and non-participant observation were employed to gather the relevant data. The researcher was guided by the epistemic imperative of science. Furthermore, before gathering data, respondents' consent was obtained. In the research report the anonymity, confidentiality and dignity of the respondents were carefully protected. The data collection procedures used, both obtrusive and unobtrusive, were also intended to produce a complete, cohesive and unbiased report on the findings about the governance processes, strengths and weaknesses of the Mquma Local Municipality administration. In the next chapter, a careful and painstaking exercise of analysing and interpreting the data will be reflected employing the techniques alluded to in this chapter.



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CHAPTER FOUR DATA ANALYSIS

4.1 Introduction

In the previous chapter the data collection methods employed, accumulated important data relevant to the study. The next step needed was to analyze and interpret the gathered data. This detailed process involved the scrutiny of each response in the questionnaire and from the interviews to calibrate and recapitulate those into a detailed report.

In this chapter, then, both a quantitative and qualitative analysis of the research findings is reflected. The respondents are grouped into three categories, namely, the public, the municipal officials of the Mnquma Local Municipality and the local business community. The responses of the public, using the questionnaire, rendered their analysed responses, both quantitatively and qualitatively, while the data from municipal official and business people were subjected to qualitative analyses, and then triangulated to display a high degree of validity, consistency and reliability.

4.2 Quantitative Analysis

4.2.1 General Public – Respondent Profile

4.2.1.1 Residence

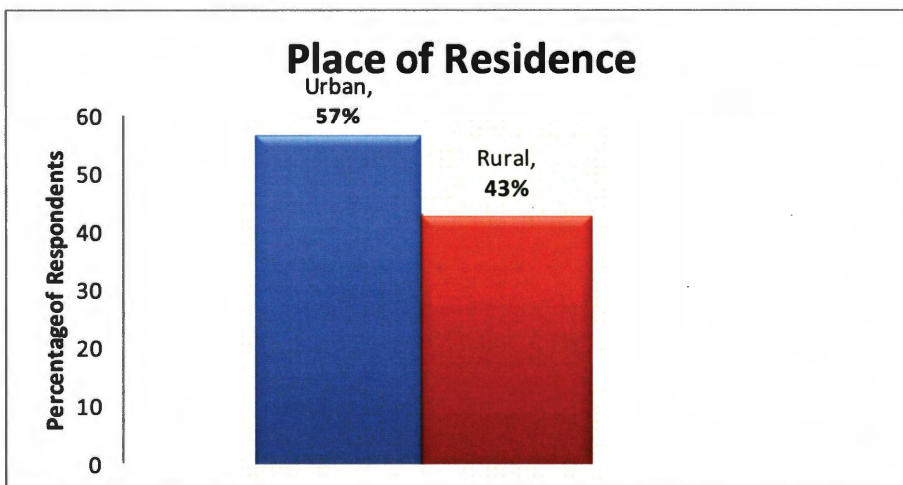


Figure 4.1: Percentage of respondents by place of residence

The above figure illustrates that the majority of the respondents were urban dwellers, that is, 57% of those, who responded compared to the 43% comprising rural dwellers. This was due to the fact that the urban dwellers was mainly the direct recipients of most municipal services and were therefore in a better position to evaluate the functioning of the municipality. However, the urban dwellers were found to have households in rural areas as well, and were very much in touch with what goes on in the rural areas.

4.2.1.2 Gender

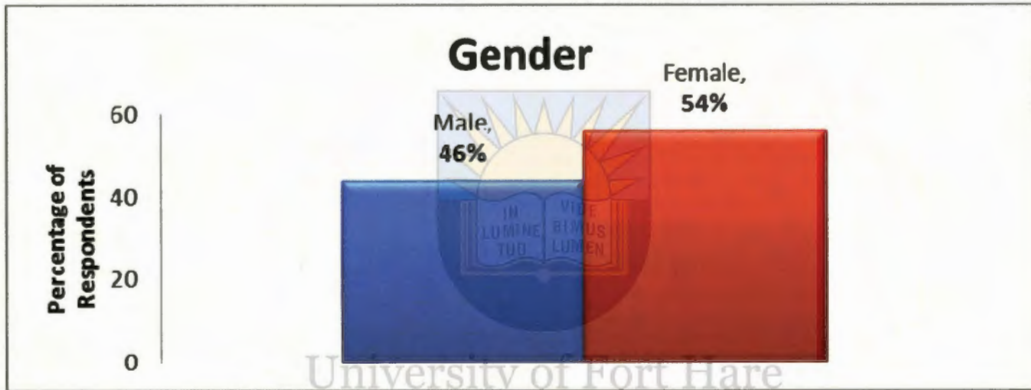


Figure 4.2: Respondents by gender

The figure shows that 54% of the respondents were female, while males comprised 46% of the respondents. This was found to be consistent with the population figures as revealed by the municipal IDP (2010:19).

4.2.1.3 Age

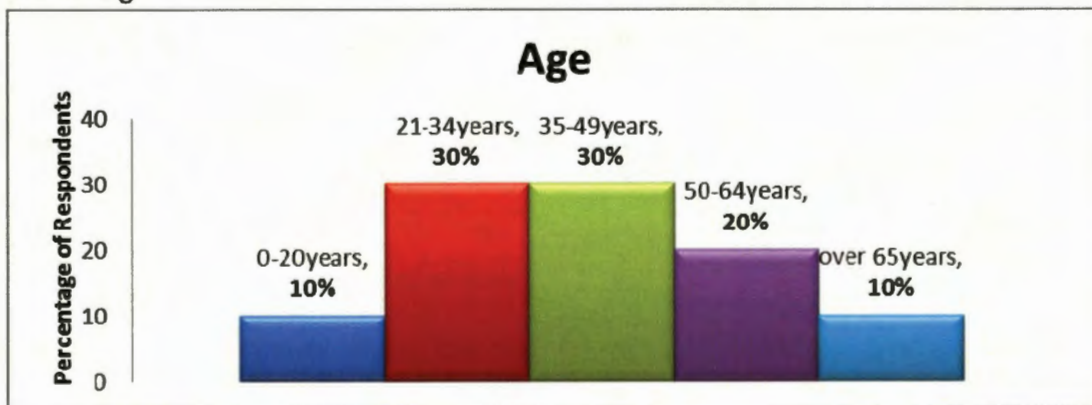


Figure 4.3: Respondents by age bracket

According to the bar chart 10% of the respondents were younger than 20 years, 30% between the ages of 21 and 34 years, a further 30% between the ages of 35 and 49 years, 20% between the ages of 50 and 64 years and 10% over the age of 65 years. Thus, the majority of the respondents were in the ‘economically active category’ as categorised in the Mquma Municipal IDP (2010: 23).

4.2.1.4 Employment

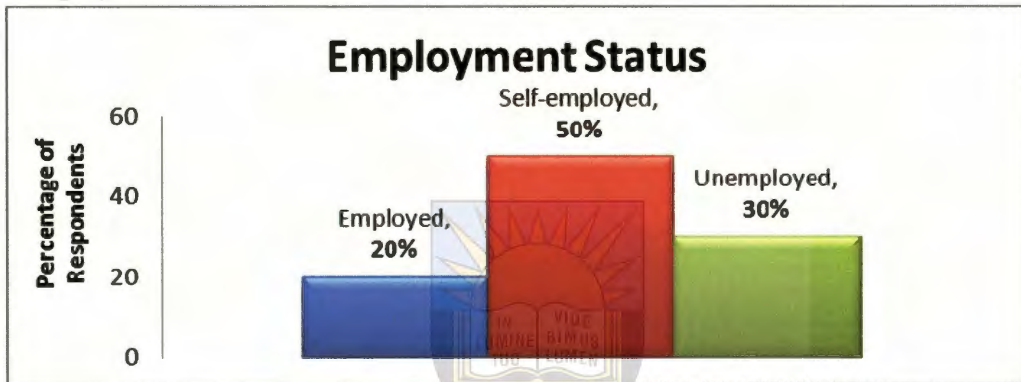


Figure 4.4: Employment status

Figure 4.4 displays 20% of the respondents were employed, 50% self-employed and 30% unemployed. According to the Mquma Municipal IDP, Mquma is one of the municipalities with the highest levels of poverty, illiteracy and unemployment; none-the-less the study focussed mainly on those individuals, who were economically active.

4.2.1.5 Education

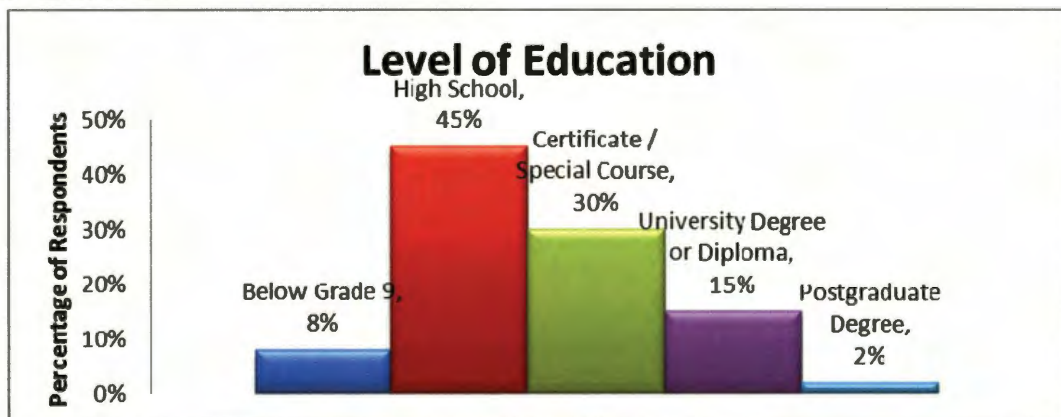


Figure 4.5: Level of education

The figure demonstrates that a great majority of the respondents had either high school education (45%) or some higher certificate or special post-high school course (30%). A very small number of respondents had education below Grade 9 level (8%) and postgraduate studies (2%).

4.2.1.6 Total family income

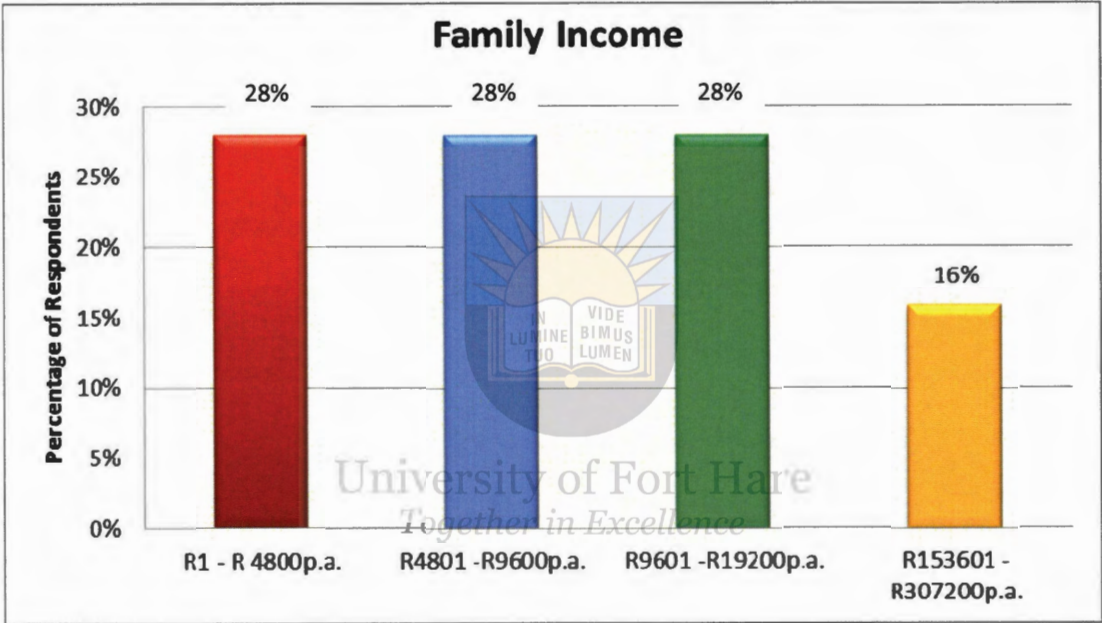


Figure 4.6: Respondents’ total family income

The family income groupings were done according to the Mquma IDP (2010-11:44). The chart indicates that among 33 respondents, eleven (28%) received a family income in the R 1 – R4800; R4801 – R9600 and R9600 – R9600 p.a. categories respectively. Thus, the bulk of the respondents earned less than R 19 200 per year, indicating that a huge majority of the households were dependent upon social grants and old-age pension moneys to sustain their families. Seven respondents (16%) indicated that their households received income in the R153601 – R307200 p.a. category and this represented those households with either one or both partners being professionals, for example, educators et cetera as well as self-employed people, who run small businesses.

4.2.2 General Public – Basic Service Delivery Indicators

The following section was the findings about the general public's perceptions of the performance of the municipality in as far as the delivery of tangible basic services to the communities were concerned. Individuals from both rural and urban communities were interviewed and their responses herein-under summarised.

4.2.2.1 Access to running (tap) water



Figure 4.7: Access to running (tap) water

The chart displays that 71% of the respondents admitted to having running tap water and 29% did not. This was due mainly to the fact that the majority of respondents were urban dwellers with adequate water supply to their homes. Those, who did not have running water, were from some rural households where they depended on water from rivers, dams and personal water tanks. There were some rural dwellers, however, who admitted to having access to running water in the form of communal taps. Nonetheless, they claimed that the supply in these taps was unpredictable since it was common for the taps to be faulty and therefore they had to forgo any water supply for lengthy periods. In such cases, they ended up having to depend on

rivers, et cetera for their water supply. Additionally, respondents in the urban areas also indicated that their water supply was often disturbed and furthermore reported that they frequently experienced cuts in water supply and had to depend on the Department of Water Affairs to supply them with water for basic home use.

4.2.2.2 Payment for water services

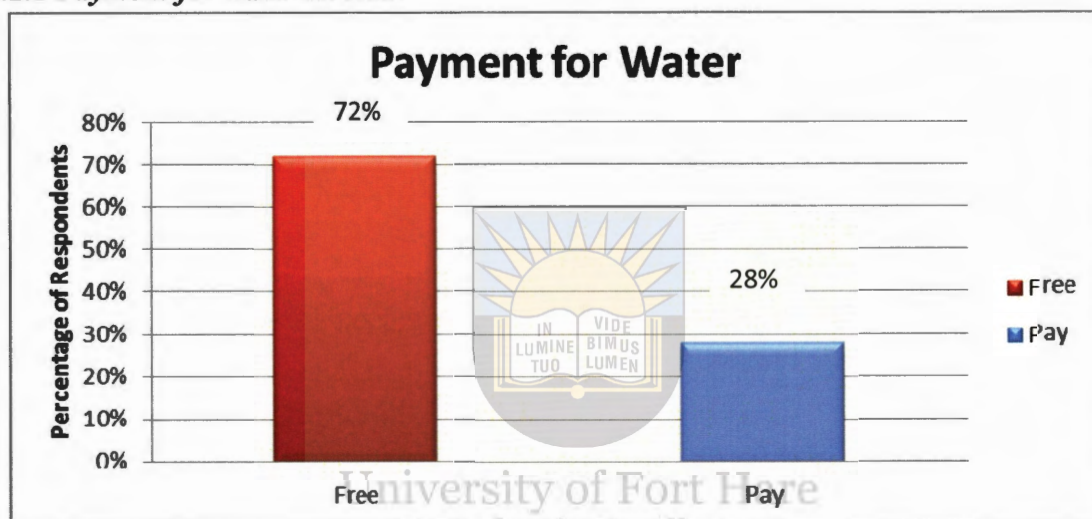


Figure 4.8: Payment for water services

The figure represents that only 28% of the respondents indicated that they get regular billing and actually pay for water supply. The amount paid by these varied according to their consumption. Other urban respondents, especially those residing in the township and informal settlements indicated that they did not pay for water because they did not receive any regular billing for it. Besides, some respondents felt that they did not have to pay since their water supply would never be cut. Water was also free to those rural communities who relied on communal taps, water tanks and natural sources like rivers and dams.

4.2.2.3 Sanitation

According to the bar chart, on the following page, 53% of the respondents relied on using pit latrines for sanitation, 39% had access to flushing toilets, while 8% indicated that they had no sanitation facilities whatsoever. The lack of sanitation facilities was due mainly to the fact that some toilet initiated building projects (in rural areas) were never completed, leaving many

homes without toilet facilities. None of the respondents indicated making use of buckets or septic tanks. Respondents from urban areas indicated that there were frequent bursts in sewage pipes, which sometimes take time to be repaired.

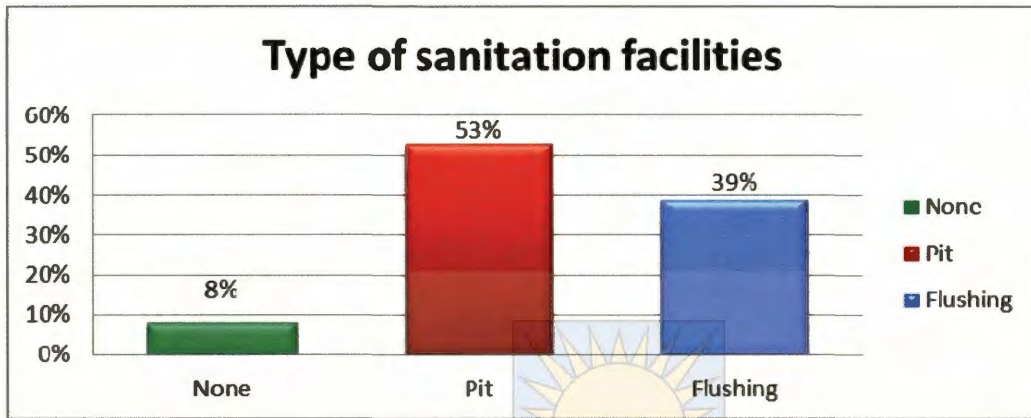


Figure 4.9: Type of sanitation facilities

4.2.2.4 Street roads, pavements and storm water drains

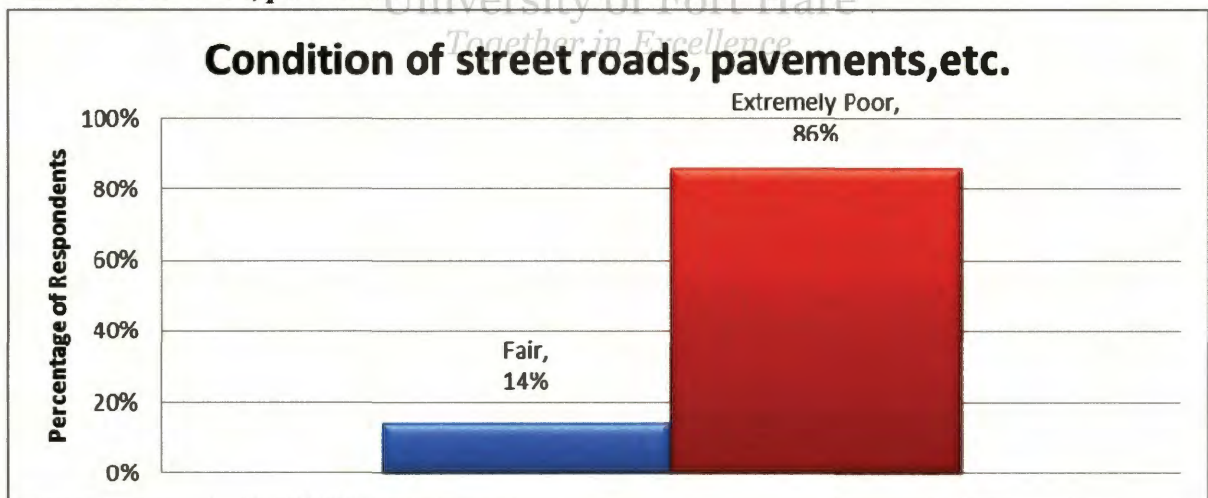


Figure 4.10: Condition of street roads, pavements and storm water drains

An overwhelming 86% of respondents felt that the condition of street roads, pavements and storm water drains in the municipality was extremely poor. Only 14% felt that the condition was fair. Furthermore, all the respondents felt that the condition of these facilities has generally continued to decline over the past five years from 2005 to 2010. Most respondents

blamed the condition of these facilities on the municipality inability to deliver adequate services to the community and poor management in general. Rural respondents reported a complete neglect of rural roads. In urban areas, respondents felt that there was a need for revamping and in addition a continuous maintenance of these facilities.

4.2.2.5 Refuse removal and waste collection

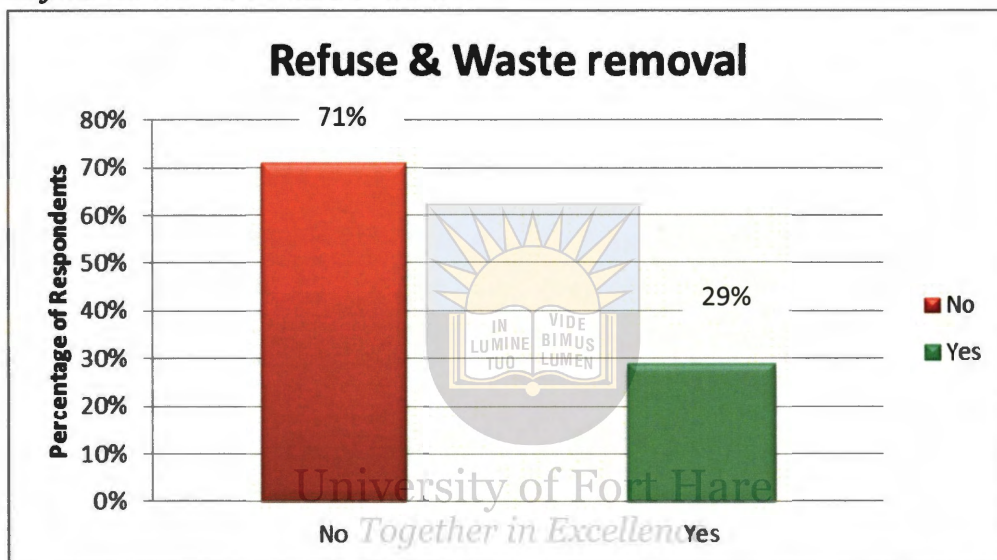


Figure 4.11: Refuse and waste collection

The majority of the respondents (71%) reported that they do not have any municipal trucks to collect waste and refuse from their homes. In such communities, the community members dig holes, in which they burn their own garbage. With the 29% that indicated that they did receive some service from the municipality, there was consensus that the service was rather irregular and unreliable, resulting in the communities also having common dumping sites, where they convey their refuse and burn it.

4.2.2.6 Electricity

When it came to provision of electricity, all respondents, urban and rural, reported that they had electricity in their homes. They also indicated that there had been a significant increase in the number of households with electricity in their communities. However, there were

problems of regular power supply disturbances, which sometimes took days to attend to and a tendency for the municipality to issue extremely high bills. Electricity supply was reported to be most prone to interruption in the event of thunderstorms or wind, resulting in serious inconveniences for the communities.

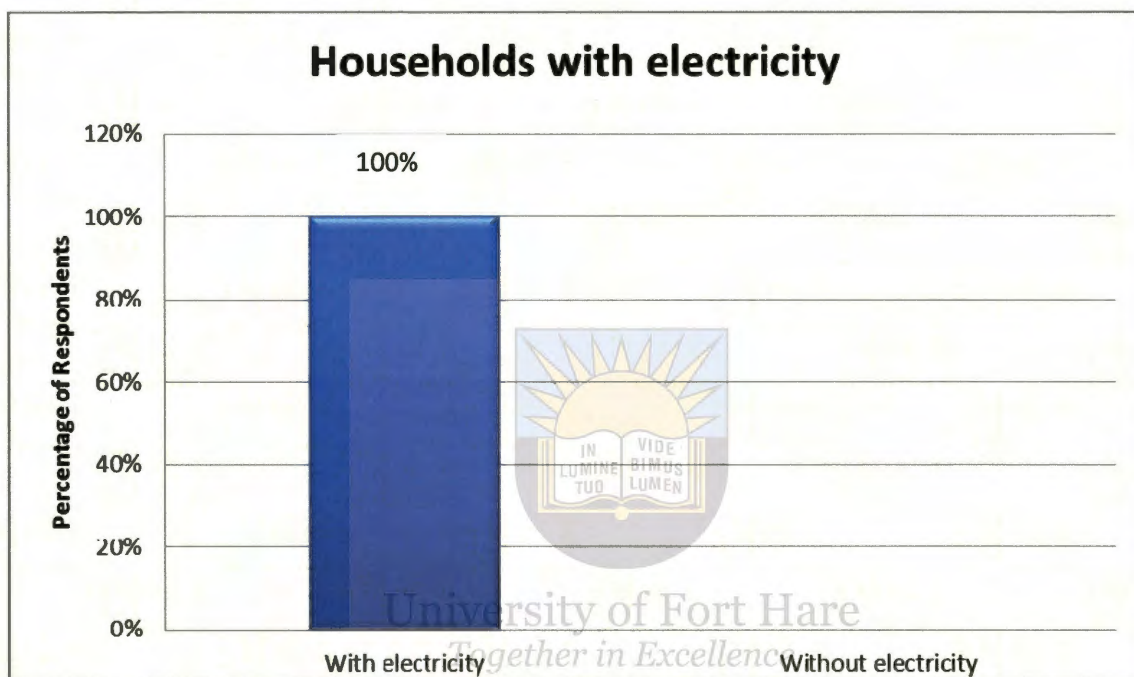


Figure 4.12: Households with electricity

4.2.2.7 Housing

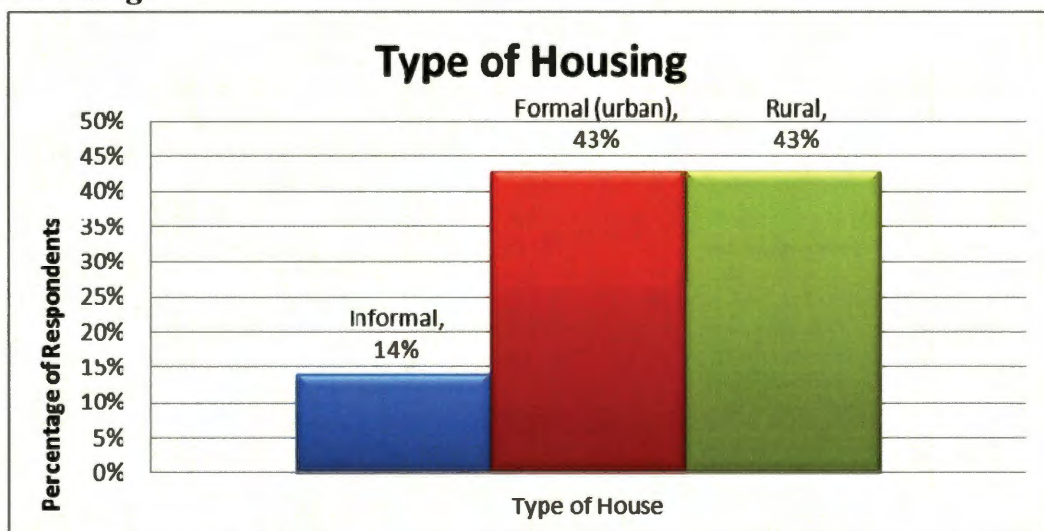


Figure 4.13: Type of house belonging to respondents

An equal number of respondents (43% each) owned either formal urban houses or rural type houses. Only a small fraction (14%) claimed to own informal houses. All the respondents expressed an opinion that they felt the municipality was not doing enough to ensure that community members have access to adequate housing. Housing projects (like the one in Nqamakwe) took very long to complete and not enough houses were built to accommodate all the needy people. As a result, over the past five years, there was a huge increase in the number of informal settlements in all three towns in the municipality. In rural areas, people still relied on building their own houses, without any government assistance.

All the respondents claimed that the municipality did not appear to know the extent of the need for housing in their communities. To this effect the respondents claimed that even the ward councillors were for the major part of their term, 'invisible' in the community and only approached them closer to the election time. The general sentiments shown by the respondents were that the municipality seemed detached from the communities they served. In addition, the small efforts made to provide housing, were concentrated in the urban sections of the community and there seemed to be no clear programme of providing housing for rural communities, who were in the majority. All the respondents rated the provision of housing in the municipality as very poor.

4.2.3 General Public – Public Participation

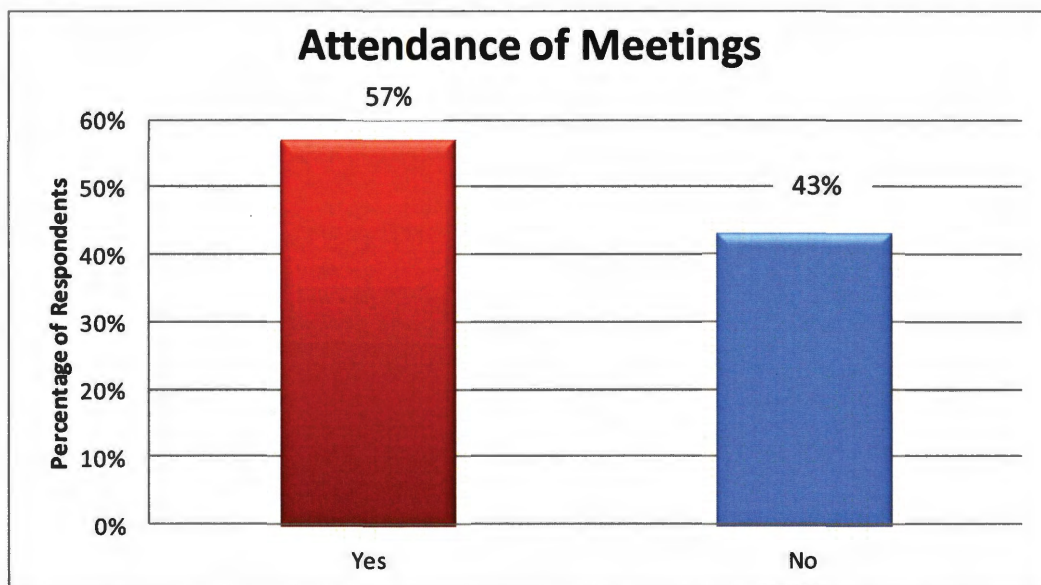
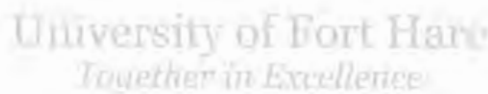


Figure 4.14: Attendance of community meetings

The bar chart on the previous page indicated that 57% of the respondents claimed to have attended community meetings convened by the municipality. Those, who did attend the meetings cited that the issues mainly discussed in such meetings, included those related to their desire to have better delivery of services like waste removal, social grants, construction of roads, infrastructure and housing.

The 43%, who claimed not to have attended community meetings said they were tired of hearing promises that never are fulfilled. Moreover, they claimed that the times normally set aside for the community meetings did not always suit them (for example, meetings were normally set for Sunday evenings – a time when many people claimed to be preparing to go to work the following morning). Additionally the meeting venues were inaccessible, especially to those, who had no private transport and to those with disabilities. The notifications of meetings were also poorly distributed, resulting in many people not knowing about meetings at all.



4.3 Qualitative Analysis

Having looked at the quantitative analysis of the responses of the respondents the following step of the study focuses the attention to the qualitative aspects of their responses in as far as governance issues are concerned.


On the quality of service received in municipal offices, the general public and business respondents felt that the services were either poor or extremely poor and serious attention needed to be paid to the way municipal officers attended to the general public. Respondents claimed that there were tendencies for preferential treatment of friends and relatives while old, uneducated people and those individuals coming from rural areas were largely ignored. This was despite claims by the municipal officials that the municipal IDP had been heralded as the third best in the country for three consecutive years. It thus encapsulated a “Vision 2025”, which spelt out a 15-year strategy that stipulated the growth path for the municipality and Neighbourhood Development Grant-funds granted by National Treasury in support of the

municipality's strides towards improving service delivery. To add impetus to the claims of the public and the business respondents, the researcher observed a general lack of efficiency among some of the municipal workers. To quote an example here, the researcher secured appointments with two senior officials for interviews, but at the time of each of these interviews, one official attended to other matters in the municipality and the meeting with the researcher had to be cancelled. The other official had gone to attend another meeting scheduled for the same time.

According to the municipal officials, there was a project, called the Butterworth Urban Renewal programme, to improve the infrastructure in the town. This project encompassed the re-paving of the city streets and the installation of new city street lights. In spite of this, the general public still felt that the state of service delivery in the Mnquma Local Municipality was generally poor, particularly in the areas of construction and maintenance of roads, infrastructure like water taps, sanitation and provision of housing. The purification of drinking water was also observed by some respondents not to be up to the required standard. The business community, comprising individuals, who had had businesses in the municipality for periods of more than 15 years, also complained of the poor state of public facilities, neglect of roads, lack of adequate municipal policing, and a lack of control or inadequate by-laws to control informal business. Because of this lack of control, there was a general deficiency of economic growth, leading many prominent business practitioners to move their businesses to better thriving areas like East London. Thus, they rated the municipal services as generally poor and negatively affected their businesses.

The general public and the business community concurred that there was a general lack of skilled and experienced personnel in municipal departments, and went on to allege that employment within the municipality was by political connection. According to the business community, political appointees were employed without any due processes carried out. These suspicious employment processes were, therefore, seen as a breeding ground for corruption, since the personnel staffing important departments were not adequately qualified to occupy those positions and thus lacked the required expertise necessary for the positions. In admission of the problem of inadequately skilled personnel, the municipal officials cited that

the municipality had inherited those workers from previous dispensations and was in a process of recruiting new, adequately skilled people. The municipality, however, faced stiff competition from more affluent municipalities nearby, which attracted most skilled people. Furthermore, the officials felt that the municipality was not receiving a sufficient budgetary allocation from National Treasury in order to enable them to handle the needs of all departments and to carry out its tasks effectively. The business community argued, however, that the shortage of revenue in the municipality could not be placed squarely on the national government, but mainly on the poor revenue collection mechanisms and strategies employed by the municipality, which resulted in gross non-payment for services, coupled with ineffective debt collection methods.



According to the public, an area that needed huge improvement was community participation in the affairs of the municipality, since participation was seen to be minimal and left most people uninformed about the affairs of the municipality, who did not take their opinions into cognisance, when important decisions had to be made. To improve community participation respondents suggested that community meetings should be depoliticised as politics led to infighting, which discouraged people from attending these meetings. On participation, business people were of the opinion that they were not afforded a meaningful contribution towards shaping the economic development agenda of the municipality. They felt there was only 'superficial' consultation with them on matters of economic development, which served only as a compliance exercise on the part of the municipality while formulating the IDP. Only certain individuals were said to be incorporated in the formulation of plans, while the majority of the business chamber was neglected. The business community felt that they should be made to play an important, if not the leading role in the local economic development (LED) of the municipality and should not only be consulted to rubberstamp what had already been formulated. They felt that there should be a formulation of public private partnerships (PPP) in the municipality to deal with a number of issues, which would improve service delivery.

Concerning suspicions of corruption against the municipality, the public and business community felt that there was gross corruption within the municipality. As evidence to substantiate their suspicions, they cited the following examples:

- housing projects that were never completed in Nqamakwe and Butterworth,
- shortage of facilities in the communities,
- food parcels given to relatives and friends by ward councillors,
- jobs and tenders offered to friends and comrades of the municipal officers and political office bearers; and
- the said people (friends) retained in project jobs even though their contracts had expired.

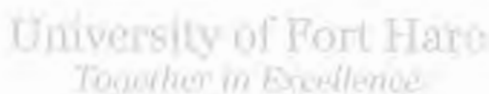
They also complained that the local business people did not benefit from tenders, et cetera in the municipality, where outside suppliers and sometimes political ‘comrades’ disguised as service providers were often preferred. In response to these suspicions, some municipal officials admitted that there had been such tendencies in the past as evidenced by some pending court cases involving past municipal officials. However, the officials argued that the municipality was in the process of formulating an Anti-Corruption Strategy, which at the time of the interviews had not yet taken shape. Directorates within the municipality had taken the initiative to have their own control measures to discourage corruption, for example:

- vehicle use policies were in place,
- physical verification of employees was carried out,
- measures to control employee access to important assets of the municipality, and
- an open door policy that encouraged community members to come to the fore to report observed cases of maladministration.

The municipal officials boasted their major successes as obtaining a ‘qualified’ Auditor-General’s report in the 2009-2010 Report on Local Government because of Action Plans put in place, the establishment of a ‘Clean Audit Committee’, and an Internal Audit Unit. However, the business community expressed scepticism about the improved report alleging that the use of consultants, coupled with an organised ‘doctoring’ of the books, could have been the reason and not necessarily an improvement in the way the municipality operated. The business community claimed a lack of accountability on the part of the municipal officials enhancing suspicions of corruption amongst them. In support of the public, they suggested that attempts should be made to improve accountability and transparency in the

running of the municipality. They claimed that the municipality should be accountable to the people and not to the political parties.

Finally, the public and the business community posited that political in fighting amongst the municipal officials, especially the political officer bearers in the municipal council derailed the service delivery agenda of the municipality. This resulted in frequent changes in political leadership leading to a lack of continuity in administration and several expensive legal action practises, negatively affecting service delivery. The municipal officials agreed that there were indications that the politics-administration interface may have had adverse effects on the operation of the municipality in the past, negatively affecting service delivery in most instances, but they denied that such practises were still in existence. The officials asserted that workshops conducted by SALGA helped equip the officials in ways of managing the interface. The general impression, which remained though, was that the municipality was still largely controlled and influenced by the political environment and not enough was done to purge the municipality of this blemish.



4.4 Conclusion

From the data gathered, both the public and the business community concurred that tangible basic delivery indicators, like the condition of roads and infrastructure, removal of waste, et cetera were appalling. This gave a general impression that the municipality was not capable of delivering these services in a satisfactory manner. Attempts by the municipality to address these concerns through their 'Urban Renewal' programme only seemed to be a drop in the ocean and concentrated on only a small section of the municipality, in the visible area (Butterworth city centre). Thus, the move was only seen as an attempt to mask the real problems in the suburbs, townships and rural areas in the wider municipality.

Public participation also appeared to be an area of great concern, since the public respondents and the business community were not impressed with its implementation. Public meetings appeared to be poorly organised and not adequately attended to, a situation the municipality were not seen to be working hard enough to resolve. The opinions of the business sector were

also not practically incorporated into the municipal IDP and this did not appear to augur well in promoting economic growth in the municipality. The situation increasingly harboured corruption and maladministration perceptions as well as suspicions due to a lack of transparency and accountability. As a result public trust declined, so much so that even the improvement in the Auditor-General's Report for the current season (2009-2010) was interpreted as a manipulation of books, through utilisation of consultants by the municipal officials instead of an improvement in the management and administration of the municipality.

Furthermore, the public and the business sector observed that there had been persistent political tensions and conflict among the municipal officials and office bearers, a situation observed to cause instability and negatively affect the manner, in which the normal business in the municipality was conducted. The municipal officials agreed that such a situation had given them problems; hence, there had been attempts by institutions like SALGA to workshop the municipal officials in ways of managing the politics-administration interface.

There was a perception that municipal officials were appointed through political affiliations and not necessarily through qualifications, skills and abilities; resulting in the officials not performing as expected in their duties, severely hampering service delivery. The municipal officials agreed that there was a general shortage of skills in the municipality, but whether this was due to the non-existence of such skilled people in the area was a subject of differences of opinion between the public and the municipal officials. The public and business community felt that such skilled people did exist in the community, but were not being given a chance to show their abilities. On the other hand, the municipal officials felt that skilled people were leaving the area, preferring to accept employment in the more affluent nearby areas like the Buffalo City Municipality.

Finally, the municipal officials were confident of achieving marked improvement in the performance of the municipality. Several indicators to this extent had been observed including, among others, a 'qualified' audit opinion in the 2009-2010 Auditor-General's Report. Nevertheless, the challenge that faced the municipal administration remained to

convince the general public that such recognition was merited through tangible improved service delivery indicators and ensuring that sustainable economic growth was achieved.



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CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

Local Government exists solely to ensure the provision of services to the local community in a sustainable manner as prescribed by Section 152 (1) (b) of the Constitution of the Republic of South Africa, 1996. Failure to perform this duty creates difficulties for the community and undermines the work of the state in ensuring that basic services are delivered for all, irrespective of race, colour and creed. The study sought to explore the problems and challenges confronting Mquma Local Municipality and the service delivery impact thereof in order to attempt to propose ways and means of bringing a resolve to the problems and challenges posed. Following several declarations by institutions, such as, the Special Investigations Unit that there was evidence to suggest that corruption was the main cause, which negatively affected service delivery in the municipality. Based on the attempt, by the provincial government, to invoke Section 139 of the Constitution of the Republic of South Africa, 1996 on the municipality on grounds of the same allegations, the study developed a base to draw findings, conclusions and recommendations.

Chapter One of this research study presented the introduction of the study, which dealt with introducing the reader to the concept of the study under review. It included the statement of the problem of the study, the research objectives plus the significance of the study, the research design and methodologies, the delimitation as well as ethical considerations of the study.

Chapter Two dealt with the literature review. This was intended to provide different works of literature by a number of sources to testify that the matter being investigated was indeed crucial and that it had to be corrected. The literature review espoused the works of different scholars about the multi-dimensional perspective of governance conceptual and theoretical underpinnings. From the writings, it emerged that whether on a large scale in a grand or

political corruption or in a small scale as in administrative corruption; corruption has the potential to:

- debilitate service delivery,
- cripple the administration of governments,
- retard economic growth and
- deny innocent citizens an opportunity to enjoy the benefit of the fruits of democracy.

The writings also showed that the indispensable features of good governance include:

- accountability,
- ethics,
- trust,
- participation,
- rule of law,
- transparency,
- responsiveness, and
- equity.



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These can be used as a yardstick as to whether public officials are doing their work in a manner conducive to producing effective and efficient service delivery.

Chapter Three paid attention to the research design and methodology followed during the interaction with the participants. It detailed the processes of respondent selection through data collection procedures that would be employed. A sequential use of mixed methods was preferred since qualitative and quantitative research methods were found to be complementary rather than opposed approaches, and, using both obtrusive and unobtrusive collection procedures, an attempt was made to produce a complete, cohesive and unbiased report on the findings about the governance processes, strengths and weaknesses of the Mquma Local Municipality administration.

Chapter Four of the study provided an involved process of analysis of the data, which were scientifically collected.

- Firstly, the critical issues, which emerged from the study, confirmed that service delivery was not up to the required standard in the Mquma Local Municipality.

Political tensions within the municipality leading to instability and frequent changes in leadership had a destabilizing effect on the operation of the municipality. These tensions proliferated into, amongst other things, legal battles that did very little to enhance service delivery, but rather delayed and frustrated it. To this effect, even the provincial government acted in a manner that exacerbated the situation rather than improve it through wrongfully invoking Section 139 of the Constitution as substantiated by the court decision. Due to political interference, it came about that even the apolitical processes like job placements, procurement procedures, et cetera tended to be politicized, resulting in mediocre services being provided by those appointed with inadequate expertise to carry out the tasks allocated to them.

- Secondly, even though there was admission on the part of the municipal administration that there was indeed corruption in the past, as evidenced by pending court cases against former municipal officials, there was very little to suggest that much had been done to redeem the municipality of the scourge of corruption. Hence, the public and the business community still held on to the perception that the municipal administration still carried a corrupt agenda despite the huge progress recorded in the latest Auditor-General's Report.
- Thirdly, the public and the business community largely felt that they were not adequately involved in developmental planning in the municipality, a situation that had the potential to render the municipality incapable of responding to the urgent needs of the community. This had the potential to develop a situation where the municipality prioritized issues, which were not necessarily those of the community.
- Lastly, the municipality still did not have strict revenue collection and debt recovery systems in place and this robbed them of much needed finances to enable them to undertake improvement projects. As such, the municipality depended almost exclusively on the equitable share and government grants as its main source of revenue. This limited the scope for development, the filling of all available vacancies and maintenance of municipal amenities and infrastructure.

5.2 Recommendations

Based on the critical issues raised by the study, the following recommendations are drawn:

- a. More attention should be focused on building a clear intergovernmental relations unit that fully understands its role and works hard to synchronize and harmonize relations within the municipality and with other spheres of government. This will foster good working relations with; for example, the Provincial Department of Local Government and Traditional Affairs enabling cooperation and harnessing assistance when necessary, avoiding conflicts and political interference that delay and frustrate the much needed service delivery. This must be accompanied by professionalization of the Mnyama Local Municipality, clearly demarcating the roles of administrators from those of political officials and discouraging the interference of the latter in the general running of the municipal administration. This must entail ensuring that adequately qualified personnel, employed exclusively on merit, are contracted to staff the various sections of the municipality in order to ensure improvement in overall efficiency and effectiveness of the municipality.
- b. As a matter of urgency, it is critical and imperative to formulate and rollout a robust local Anti-Corruption Strategy that coalesces with that of the provincial government. This is necessary, because corruption and maladministration have the potential of eating away at any gains that may be made or may have been made by the government at the local sphere of government and seriously blunt attempts towards service delivery. Additionally, it will go a long way in developing trust for the leadership and inspire confidence from the public.
- c. It is important to encourage broader participation of all stakeholders, the public and business sector, in strategy formulation and developmental planning in the municipality. In broadening participation of the public, consultation should be done with communities to identify most appropriate times and venues for community gatherings with the aim or purpose of planning and reporting progress. The local business community can be brought on board, through involving the local business chamber in committees that formulate local economic development strategies. These

will serve to discourage the consultation of only a few individuals for input into how matters of the municipality should be done, but rather increase the opinion base that informs all vital decision making and developmental agenda of the municipality.

- d. Revenue collection and debt recovery methods must be improved so that the municipality does not rely too greatly on the budgetary allocation that comes from the National Treasury. In this respect, the municipality must engage in efforts to study the methods of more successful municipalities and adapt those to theirs. To this effect the municipality must draft a Credit Control, Debt Collection and Indigent Policy that can be formulated in terms of section 96 (b) of the Local Government: Municipal Systems Act, 2000 which has proved to be effective in other areas like the City of Cape Town. A general culture of payment for services rendered should thus be developed, and this can only be possible when efforts to improve payment are coupled with developing a trustworthy municipal leadership. Hence, a great deal of transparency and accountability that transcends the political affiliation spectrum has to be inculcated within the municipal administration.
- e. Finally, the study identified critical areas for further research. One such area is the concern about lack or poor economic growth within the municipality. Although one of the reasons, provided by the business community, was poor governance by the municipal officials, this area is still wide open for further research to verify this indictment and possibly identify other causative factors. Another area of interest is how the municipality was able to achieve favourable Auditor-General's reports for the years under review more so it was consistently getting unfavourable reports since the municipality was first established. The issue of interest in this regard is whether there are any lessons to be learnt by other municipalities and public institutions, which still battle to account effectively for their public financial stewardship from the experiences of Mnquma Local Municipality.

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ANNEXURE A: PERMISSION LETTER

TO : TO WHOM IT MAY CONCERN

FROM : NTSIKELELO W. CAKATA

DATE : 20 SEPTEMBER 2010

SUBJECT : REQUEST FOR PERMISSION TO CONDUCT RESEARCH

The above matter refers:

Permission is hereby requested for student, Ntsikelelo W. Cakata, Student Number 201004519, from the Faculty of Management & Commerce, School of Public Management & Development, with the University of Fort Hare, to conduct research in your municipality.

The study entitled **“An Analysis Of Service Delivery Challenges In The Eastern Cape Province Of South Africa: The Case Of Mnquma Local Municipality” (2005-2010)**, is conducted as a dissertation in partial fulfilment of the degree of Master of Public Administration with the University of Fort Hare.

The findings will be available on request upon completion of this study. Should there be any enquiries, please feel free to contact the researcher at 073 447 4447 or alternatively at nwcakata@yahoo.com .

Thanking you in advance.

Prof. M.H. Kanyane

Supervisor

University of Fort Hare

Ntsikelelo W. Cakata

ANNEXURE B: COVERING LETTER

TO : PARTICIPANTS
FROM : NTSIKELELO W. CAKATA
DATE : 20 SEPTEMBER 2010
SUBJECT : RESEARCH INTERVIEWS

The above matter refers:

Thank you for taking your valuable time to participate in this research entitled **“An Analysis Of Service Delivery Challenges In The Eastern Cape Province Of South Africa: The Case Of Mquma Local Municipality” (2005-2010).**

The study is conducted by Ntsikelelo W. Cakata in partial fulfilment of his the degree of Master of Public Administration with the University of Fort Hare. Your participation in this study is voluntary, all your feedback will be treated with the strictest confidence and your identity will not be disclosed at any stage during the analysis.

The interview will take about 10-15 minutes to complete and should there be any enquiries, please feel free to contact the researcher at 073 447 4447 or alternatively at his e-mail address nwcakata@yahoo.com .

The findings will be available on request upon completion of this study.

Thanking you in advance.

Prof. M.H. Kanyane
Supervisor
University of Fort Hare

Ntsikelelo W. Cakata

ANNEXURE C: QUESTIONNAIRE

General Public

GENERAL

Overview

The Mquma Local Municipality's major and mandated role is that of providing and facilitating provision of services for the local community. It provides services, such as, construction and maintenance of access roads and infrastructure, and facilitates provision of services, such as, water, sanitation, electricity, access to provincial roads, telecommunications, etc. The municipality, like all other municipalities in South Africa, is faced with the challenge of ensuring service delivery.

Respondents

This questionnaire has been prepared for the participation of the General Public residing in the Mquma Local Municipality. The General Public have first-hand experience and are in a strategic position to evaluate the performance of the municipality as the main recipients of municipal services and withstand the worst of the municipality's lack of efficient and effective service delivery.

Guidelines

Please note that the information gathered during this research will be handled in a responsible manner, within the confines of research ethics. As such, the anonymity, confidentiality and dignity of the respondents will be carefully protected.

Process

The researcher and/or field assistants will administer the questionnaire based on the direct engagement with respondents.

Communication

The researcher will communicate with the respondents in both Xhosa and English. However, all responses will be captured in English.

Disclaimer

This questionnaire has been prepared for a research project undertaken to fulfill the requirements of a Master's Degree in Public Administration at the University of Fort Hare.

Your participation will be greatly appreciated

© N.W. Cakata, MPA, University of Fort Hare, 2010

Part 1

Respondent Profile

1.1 Do you stay in the rural or urban section of the municipality? Tick the correct option:

RURAL	URBAN
<input type="checkbox"/>	<input type="checkbox"/>

1.2 Gender (tick the appropriate block):

MALE	FEMALE
<input type="checkbox"/>	<input type="checkbox"/>



1.3 Home language (tick the appropriate block):

IsiXHOSA	ENGLISH	AFRIKAANS	OTHER (SPECIFY)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.4 Age bracket (tick the appropriate block):

0-21 years	21-35 years	35-50 years	50-65 years	+ 65 years
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.5 Employment status (tick the appropriate block):

EMPLOYED	SELF-EMPLOYED	UNEMPLOYED
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.6 Indicate your level of education by ticking the appropriate block:

BELOW GRADE 9	HIGH SCHOOL	CERTIFICATE OR SPECIAL COURSE/S	UNIVERSITY DEGREE OR DIPLOMA	POSTGRADUATE DEGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

1.7 Total family monthly income (tick the appropriate block):

No Income	R1 – R4 800	R4 801 - R9 600	R9 601 – R19 200	R19 201 – R38 400	R38 401 – R76 800	R76 801 – R153 600	R153 601 – R307 200	R307 201 – R614 400	R614 401 – R1 228 800	R1 228 801 and more

Part 2



Basic (Tangible) Service Delivery Indicators

2.1 Water

2.1.1 Does your location have access to running (tap) water?

YES	NO

If not, briefly explain where and how do the people in your community access water.

2.1.2 If the community has access to running water, what problems, if any, are there in the day to day supply of the water? (In other words, are you always guaranteed to get adequate supply of water every time you open the tap?)

2.1.3 Is there any amount of money that you have to pay to the municipality for the water that you and your family get?



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YES	NO

2.1.4 If yes, approximately how much do you normally have to pay per month for water?

2.2 Sanitation

2.2.1 What type of sanitation facilities exist in your community?

None	Bucket System	Pit System	Septic Tanks	Flushing Toilets	Other (specify)

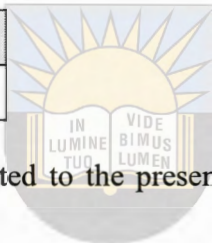
2.3 Street Roads, Pavements and Storm Water Drains

2.3.1 How would you rate the condition of street roads, pavements and storm water drains in your community on a scale on 1 to 5 (1- extremely poor; 5- very good)

1	2	3	4	5

2.3.2 Comparing the present condition of the street roads, pavements and storm water drains to that of five years ago; would you say the condition has improved or declined?

1-IMPROVED	2-DECLINED



2.3.3 What do you think has contributed to the present condition as observed in question 2.3.2, above?

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2.4 Refuse removal and waste collection

2.4.1 Do municipal trucks collect waste and refuse from your community?

1 - YES	2 - NO

2.5.3 Comparing the number of people with electricity in your community, and the number who had electricity five years ago, would you say the number has increased or declined?

1 - INCREASED	2 - DECLINED



2.6 Housing

2.6.1 What kind of settlement do you live in?

Informal	RDP	Formal (urban)	Hostel	Rural	Farm	Other (specify)

2.6.2 In your opinion, has enough been done to ensure that most people have access to housing in your community?

1 - YES	2 - NO

Explain

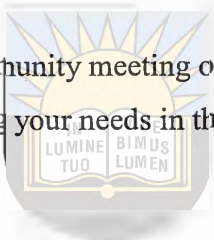
2.6.5 On a scale of 1 to 5 how would you rate the provision of housing in your community?
 (1-very poor; 5- excellent)

1	2	3	4	5

Part 3

Public Participation

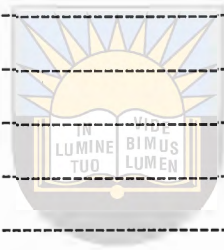
3.1 Have you ever attended any community meeting organized by the Mnquma Local municipality with the intention of finding your needs in the community?



1 - YES	2 - NO

3.2 If yes, give the issues discussed in the meeting; and if no, what were the reasons for such absence?

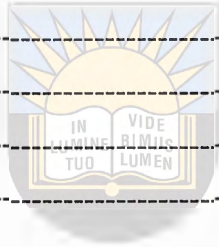
4.7 What improvements do you think need to be made to ensure an improvement in the quality of service delivery of Mngquma Local Municipality?



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-----*End*

(Notes)



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ANNEXURE D:**LIST OF RESPONDENTS WITH WHOM UNSTRUCTURED INTERVIEWS AND FOCUS GROUP INTERVIEWS WERE CONDUCTED**

Name	Organization	Portfolio	Place of Interview	Date of interview
Anonymous	Mnquma Local Municipality	Municipal Manager	Municipal Offices: Butterworth	01 August 2011
Anonymous	Mnquma Local Municipality	Director: Strategic Planning & Dev.	Municipal Offices: Butterworth	25 November 2010
Anonymous	Mnquma Local Municipality	Chief Financial Officer	Municipal Offices: Butterworth	26 November 2010
Anonymous	Mnquma Local Municipality	Research Manager	Municipal Offices: Butterworth	25 November 2010
Anonymous	Mnquma Local Municipality	Human Resource Manager	Municipal Offices: Butterworth	30 November 2010
Anonymous	Mnquma Local Municipality	Personal Assistant to the Municipal Manager	Municipal Offices: Butterworth	01 August 2011
Anonymous	Renaissance Consultancy	Manager (Owner)	East London	25 March 2011
Anonymous (5) (Focus Group)	NAFCOC	Members	Butterworth	02 August 2011

ANNEXURE E: INTERVIEW GUIDE

Municipal Officials

GENERAL

Overview

The Mquma Local Municipality's major and mandated role is that of providing and facilitating provision of services for the local community. It provides services, such as, construction and maintenance of access roads and infrastructure, and facilitates provision of services, such as, water, sanitation, electricity, access to provincial roads, telecommunications, etc. The municipality, like all other municipalities in South Africa, is faced with the challenge of ensuring service delivery.

Respondents

This interview guide has been prepared for the participation of Municipal Officials. Municipal Officials are appointed to implement Council and Government Policies. They are at the coalface of operationalizing policies into feasible programmes, projects and activities.

Guidelines

Please note that the information gathered during this research will be handled in a responsible manner within the confines of research ethics. As such, the anonymity, confidentiality and dignity of the respondents will be carefully protected.

Process

The researcher and/or field assistants will administer the interview guide based on the direct engagement with respondents.

Communication

The researcher will communicate with the respondents in both Xhosa and English. However, all responses will be captured in English.

Disclaimer

This interview guide has been prepared for a research project undertaken to fulfill the requirements of a Master's Degree in Public Administration at the University of Fort Hare.

Your participation will be greatly appreciated

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QUESTIONS

1. Could you give an indication of your designation and the length of time that you have been involved in the Mngquma Local Municipality?
2. Which area of operation or directorate in the municipality are you involved in and what are the key responsibilities of your directorate?
3. Can you briefly outline the main successes that you have managed to achieve in your section in the last five years or so, giving us some examples of tangible (and/or intangible) developmental success stories of your section?
4. Does your section have sufficient budgetary allocation to undertake all its allocated responsibilities? If not, how huge is the shortfall? Please provide us with approximate monetary figures here.
5. What other challenge(s) is/are there that, in your opinion, would hamper on the operation and success of your department?
6. What plans or strategies do you have as a department/directorate/section to turn around these challenges (in question 5 above) and ensure adequate provision of services to the community?
7. In terms of the Mngquma Master Plan of 2010, what tasks/responsibilities have been allocated to your section (specifically the task allocated to you as an individual) and what tools (PMS) do you have to ensure and measure their success?
8. From the perspective of your section, what factors could have contributed to the current and the past Auditor-General's assessment reports of the Mngquma Local Municipality?
9. What measures have already been employed, or are in the process of implementation to have the situation resolved for the next Auditor-General's assessment?
10. What measures are there in the municipality to ensure the transparent, accountable and ethical behaviour of all public servants at all times?
11. Could the lack of efficient and effective service delivery in this local municipality be in any way attributed to maladministration/corruption? Explain.
12. Briefly explain the measures that have been established to combat and prevent corruption in the Mngquma Local Municipality.
13. Do you see the Mngquma Local Municipality being capable of delivering efficient and effective service delivery in all its areas of operation in the near future? Explain.

ANNEXURE F: INTERVIEW GUIDE

Business Community

GENERAL

Overview

The Mngquma Local Municipality's major and mandated role is that of providing and facilitating provision of services for the local community. It provides services, such as, construction and maintenance of access roads and infrastructure, and facilitates provision of services, such as, water, sanitation, electricity, access to provincial roads, telecommunications, etc. The municipality, like all other municipalities in South Africa, is faced with the challenge of ensuring service delivery.

Respondents

This interview guide has been prepared for the participation of the Local Business Community. The Business Community is directly affected by lack of service delivery as it has some negative effects on their normal day-to-day running of their businesses. Development in the area, especially economic development requires their involvement and active participation.

Guidelines

Please note that the information gathered during this research will be handled in a responsible manner within the confines of research ethics. As such, the anonymity, confidentiality and dignity of the respondents will be carefully protected.

Process

The researcher and/or field assistants will administer the interview guide based on the direct engagement with respondents.

Communication

The researcher will communicate with the respondents in both Xhosa and English. However, all responses will be captured in English.

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Your participation will be greatly appreciated

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QUESTIONS

1. Can you tell us how long has your business been in operation in the Mnquma Local Municipality? Do you have other businesses in the other towns within the municipality, and if so, where?
2. Have you noticed any economic growth in the municipality over the last five years and have you reaped any benefits from it? Please explain briefly.
3. Is there any effect (positive or negative) that the local municipality has had on the operation or profitability of your business over the past five years? Please explain.
4. How would you rate the local municipality in terms of service delivery, specifically services directly affecting your business?
5. You may be aware that the Mnquma Local Municipality has been consistently getting unfavourable Auditor-General's Report assessments for the past fifteen years or so. What do you think are the reasons for this and what role can the business community play in the improvement of this situation?
6. Do you think that there is a possibility that the lack of efficient and effective service delivery in this local municipality could be solely attributed to corruption/maladministration? Explain.
7. Are you aware of the Mnquma Master Plan of 2010? If so, what is your role in the socio-economic strategy of the municipality?
8. Do you think the business community is adequately consulted and afforded a meaningful role in the municipality, one that would assist economic growth and improve service delivery to the community? For example, have you ever played any role in the drafting of the municipality's IDP?
9. If so, what has been this role mentioned in question 8, above, and if not, what role do you think the business community can and should play in the future?
10. Do you think there is decisive and visionary leadership in the municipality? What areas need improvement?
11. Would you say the municipality is transparent and accountable to the community it serves? Explain.

ANNEXURE G: EDITOR'S CONFIRMATION LETTER

**SOLI DEO GLORIA
EDITOR'S CONFIRMATION LETTER
TO WHOM IT MAY CONCERN**

I hereby state that I have edited the document:

**AN ANALYSIS OF SERVICE DELIVERY CHALLENGES
IN THE EASTERN CAPE PROVINCE OF SOUTH AFRICA:
THE CASE OF MNQUMA LOCAL MUNICIPALITY (2005-2010)**

By
NTSIKELELO WILBERFORCE CAKATA
MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS OF THE DEGREE OF
MASTER OF PUBLIC ADMINISTRATION
University of Fort Hare
IN THE FACULTY OF MANAGEMENT AND COMMERCE,
SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT,
DEPARTMENT OF PUBLIC ADMINISTRATION
UNIVERSITY OF FORT HARE,
SUPERVISOR
PROF. M.H. KANYANE
COMPLETED: SEPTEMBER 2011

Disclaimer

At time of submission to student, language editing and technical care was attended to as requested by student and supervisor. Any corrections and technical care required after submission is the sole responsibility of the student.

Kind Regards
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DATE: 21 October 2011