

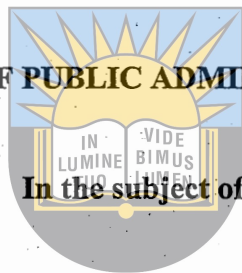
**AN EVALUATION OF THE ROLE OF TRADE UNIONS IN PROMOTING
GOOD GOVERNANCE AND SERVICE DELIVERY IN SELECTED
MUNICIPALITIES WITHIN UKHAHLAMBA DISTRICT IN THE EASTERN
CAPE (2000-2005)**

By

NBB MOKHANTSO

Submitted in partial fulfillment of the requirements for the degree of

MASTER OF PUBLIC ADMINISTRATION



In the subject of

PUBLIC ADMINISTRATION
University of Fort Hare
Together in Excellence
In the

FUCULTY OF MANAGEMENT AND COMMERCE

Of the

UNIVERSITY OF FORT HARE

SUPERVISOR: DR TR MILE

DATE: NOVEMBER 2008

DECLARATION

I declare that the dissertation hereby submitted by me for the Master of Public Administration Degree is the product of my work, and to my knowledge, has never been previously submitted by me or anyone else for a degree at any other university.

Nthati BB Mokhantso.....

Nthati BB Mokhantso

November 2008



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DEDICATION

I dedicate this work to all children of the world who, because of fate do not have the opportunity to be nurtured to adulthood, some of them are heads of families. May they hang on, rise above their raising, attend school and ultimately become better people.



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This work is the product of a concerted effort of many special people, without their presence in my life, it would not have been completed. It is my wish to express my sincere gratitude to all of them.

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My family for understanding when I was busy with my studies.

Abstract

The main objective of the research was to evaluate the role of trade unions in promoting good governance and service delivery in selected municipalities within Ukhahlamba District in the Eastern Cape. Government has a responsibility of rendering services to all citizens as stipulated in the Public Service Regulations. Trade unions are the stakeholders whose members are directly active in rendering these services. However, the quality of services rendered and the adherence to good governance are dependent on the role these trade unions play.

This research focussed on the level of commitment of trade unions to promote good governance and service delivery. It examined how and when trade unions discipline their members and how they struck the balance between the right to strike and the right of citizens to receive basic services. The extent to which members view the importance of knowledge of local government law, municipal byelaws and policies, ensuring prompt response to customer needs, commitment of members to protect council property and attendance of public consultation meetings give a litmus test of the commitment of trade unions in ensuring that municipalities deliver good quality services.

In order to accomplish the objectives of the study, a literature review as well as the empirical research was undertaken. In empirical research, one on one interview, focus group interviews and questionnaires were used. The researcher used a sample of 60 respondents for proportional representation and efficiency. These included trade union members and shop stewards from the five municipalities of Ukhahlamba District.

Descriptive statistical methods were used to analyse data collected to measure the response to the research question. The research revealed that Trade Unions seemed not to be committed to good governance and service delivery in these municipalities.

Generally, there seems to be a lack of understanding of the Constitutional mandate of municipalities among trade union members. The findings attest to the

recommendations that there is a need for further research of the role of trade unions in both public and private service.



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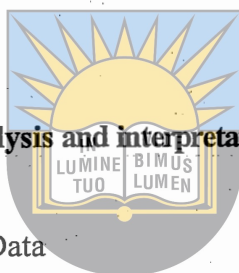
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Chapter 1: Introduction to the study

1.1 Introduction

In the municipalities of Ukhahlamba District, there exist trade unions, which represent the interests of their members. The purpose of this study was to evaluate the role municipal workers' trade unions play in promoting good governance in the municipalities. The study was conducted in five municipalities of Ukhahlamba district for the period 2000 to 2005. The term worker/workers will be used to mean trade union member/members. Two municipal workers' trade unions are found in these municipalities. These are the South African Municipal Workers Trade Union (SAMWU) and the Independent Municipal Allied Trade Union (IMATU).

Municipality will mean an institution of local government. Good governance refers to the effective, ethical, accountable, and efficient management of an organisation's affairs and resources by people chosen in accordance with the existing laws. The trade union refers to the worker body that is operating within the municipality. Each union has a constitution and is recognised by management in all five municipalities.

The research dwelt on the behaviour, perceptions, attitudes, feelings, and understanding of trade unions in the municipalities of Ukhahlamba district about their role in promoting good governance. The research also investigated the relationship between the right to strike, essential services, and non-essential services against the Constitutional mandate given to local government.

The Constitution of SAMWU promotes good governance and this is also found in the Constitution of IMATU. The target group were the workers who belonged to SAMWU and those who belonged to IMATU because those workers dealt on a daily basis with community needs.

1.2 Statement of the problem

The presence of trade unions in municipalities should yield service delivery in an efficient and effective manner. Media reports indicate that there are problems in municipalities, which are characterised by protests against municipalities, conviction of senior personnel for fraud, corruption, and theft. Absenteeism, fraud, lack of commitment and being drunk on duty happen regularly.

Accountability is also lacking. All these are indications of bad governance. The role that trade unions play in promoting good governance in local government is not clear. It is not known how and when they discipline their members. Sometimes the very trade union members thwart service delivery. A need thus exists that this state of affairs be looked into and solutions sought.

1.3 Research objectives

- The aim of the research is to investigate, identify, analyse, evaluate, and make recommendations on the role of trade unions in promoting good governance, and
- To determine how trade unions can contribute towards efficient, effective delivery of services.

1.4 Significance of the study

The perspective of workers role in promoting good governance in municipalities was based on personal experiences and understanding of good governance in every day working environment. Through this research an interpretation of the life world as experienced by its members (Denzin and Lincoln, 2000:849) was exposed.

The outcome of the research provides a detailed perspective of the trade unions about good governance, and what they regard as their role in ensuring that good governance prevails. Findings of the research will contribute to improved service delivery in municipalities. The participation of trade union members in the research will

contribute to the review of some policies so that they can be suitable for productivity and respect for human life. This will also influence the mindset of the management, councillors' and other policy makers' actions and attitudes. The research also contributes by introducing a new dimension in governance, that of making trade unions accountable and playing a meaningful role in enhancing service delivery. The study will contribute to the existing body of knowledge on the role trade unions play in promoting good governance.

1.5 Delimitation of the study

The study covered selected municipalities in the Ukhahlamba District of the Eastern Cape for the period 2000-2005

A sample of sixty trade union members was drawn from the five municipalities and was constituted by 30 SAMWU members and 30 IMATU members. The sample was selected based on the following:

- firstly, they were representative of the different age groups,
- secondly, they were representative of the different levels of education,
- thirdly, they were representative of both sexes on a 50/50 basis,
- fourthly, they were representative of the various positions of employment, and
- Lastly, the sample was representative of the racial groups.

1.6 Limitations of the study

This study intended to come up with a new dimension of bringing trade unions in the fore of good governance and service delivery. Therefore, this study could have been done better if it was conducted in all municipalities and government departments of the Republic of South Africa. Language diversity was one of the limitations of this study. The researcher had to translate the interview questions that were written in English to Xhosa and Sesotho and had to ask an interpreter to translate to Afrikaans, because the researcher could not translate to Afrikaans. The fact that the shop stewards in two of the five municipalities were above fifty years of age and one of them could only read the Sotho bible was a hindrance to optimum results of this study.

The other limitation was that fifteen potential participants that were initially identified stopped to participate at the initial stage of the interview, saying that they were afraid of getting charged for bad-mouthing the employer. The number of participants was now reduced to 45. This deprived the researcher of vital information about the labour relations seen from these workers' perspective that would constitute of phenomenological experiences.

It is worth mentioning that the major limitation in a research is when the researcher has to deal with human beings. The reluctance of the potential participants has limited this study. One municipal manager, in a very polite way was reluctant to respond to the questionnaire. What he and his management did was to implement some of the activities that were raised in the questionnaire. The researcher viewed this as misleading and might contribute to unreliable research outcome. As an example, the questionnaire required the municipal manager to name standing service delivery items that are discussed, if there any in the local labour forum. After postponing for three and a half months responding to a six-question questionnaire, a municipal manager convened a local labour forum for the first time in fourteen months. The local labour forum according to the municipality's policy was supposed to be convened bi-monthly.

1.7 Ethical Consideration

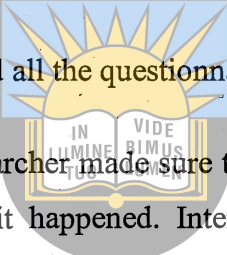
The objects of enquiry for the study were human beings therefore the researcher was mindful of ethical considerations, right to privacy, protection from harm and the right to anonymity. In an effort to ensure ethical considerations, the researcher complied with the following:

- The respondents signed the consent forms before they participated in the study.
- The researcher asked for permission to conduct the study from the municipal managers of the targeted municipalities and from the shop stewards of the trade unions. In the letter, the researcher clearly stated the

reason for conducting the study. The letters are attached in the appendices at the back of the document for the reader's perusal.

- The researcher ensured that the subjects were free from physical and emotional harm. This included handling with care sensitive and difficult questions.
- The researcher made sure that personal bias, opinions did not get in the way of the research, and that both sides were given fair consideration.
- The researcher kept the findings of surveys and observations anonymous. The researcher informed the subjects as such.
- The researcher chose subjects based on what would most benefit the research.
- The supervisor approved all the questionnaires.

When reporting the results the researcher made sure that what was said and observed was represented as accurately as it happened. Interview responses were taken in context, small parts of observations were discussed after putting them into appropriate contexts.



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While there was potential for violation of ethics in the study, all reasonable attempts were made to counteract it. The researcher apologized to one of the participant when the participant took exception when seeing the word "coloured" referring to racial group in the questionnaire, according to that participant, being "coloured" was imposed to them by the apartheid regime, according to him the so called "coloureds" are actually black. The researcher was ignorant of this when she compiled the questionnaire.

1.8 Chapter outline

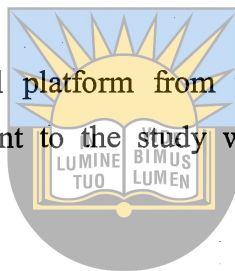
The research document will be arranged in the following manner:

Chapter 1

Chapter 1 is the introduction of the research proposal. It comprises the background, the problem statement, research objectives, significance of the study, limitations and the definition of terms.

Chapter 2

Chapter 2 provides a theoretical platform from which to answer the research question. Literature that is relevant to the study will be presented and critically analysed.



Chapter 3

Chapter 3 presents the research methodology, which outlines and justifies the research design that has been selected as the most appropriate to answer the research question. It comprises the purpose of the study, research design, methodology, data analyses, limitation of the study, ethical considerations, validity and reliability and conclusion.

Chapter 4

Chapter 4 presents the research findings, interpretation and analyses of the findings.

Chapter 5

Chapter 5 provides the conclusion and recommendations.

The next chapter will present, analyse and critique literature.

Chapter 2: Literature Review

2.1 Introduction

This literature review provides a valuable source of what constitutes the role of trade unions in promoting good governance and service delivery in municipalities. A study on the experience of good governance by trade union members will require a detailed presentation of the concept of the promotion of good governance in the local sphere. The areas of interest on good governance for this particular research are accountability, ethics, fraud, nepotism, corruption, late coming, absenteeism, customer care and theft. This is complemented by the Batho Pele principles, early departure and non-performance. The literature illustrates how these behaviours are a great concern in local government in the quest for the promotion of good governance.

The communities are the beneficiaries of public services without choice and failure by the government departments to meet the community needs leaves the people stranded, as they cannot access those services anywhere else. The presence of trade unions in municipalities is therefore supposed to yield service delivery in an efficient and effective manner. Trade unions are representatives of their members, most of whom occupy the lowest ranks in employment positions. The presence of trade unions in municipalities should negate any acts of bad governance and maladministration. The theories that underpin this study are accountability and the ethics theories. In this chapter an in-depth review of literature has been done.

Firstly, literature review will focus on governance and administration in municipalities. The composition of a municipal council will be unpacked with the aim of locating the position of trade unions within the structure of a municipal council. Secondly, literature on good governance and accountability will be critically analysed. These will be inclusive of relevant legislation. Thirdly, the work of other scholars and legislation that address ethics and corruption will be dealt with. Fourthly, a critical analysis of literature and legislation that deals with service delivery in municipalities will be done. Fifthly, attention will be given to literature that focuses on public participation in municipalities and critical analysis of such will be done. Lastly, a

conclusion, which will be deduced from the literature that has been reviewed, will be drawn.

2.2 Governance and Administration in municipalities

The adoption of the **Constitution of the Republic of South Africa**, 1996 marked the ushering in of a new era and laid down a concrete foundation for the transformation of the institutions of governance, such as local government to bring them in line with the new democratic order and the Constitution's principles. Chapter 7 (seven) of the Constitution gives effect to the establishment of municipalities. Structuring and managing its administration and budgeting processes such that priority is given to the basic needs of the community and the promotion of social and economic development of the community is one of the developmental tasks of a municipality.

A municipality is composed of the community, community organisations and the municipal council. The municipal council consists of the politicians who have been voted into council and whose role is to govern, and the administration, that is, employees of council some of them being managers. Trade Unions are a subset of the administration. This is covered in chapter 2 of the Constitution Section 23(2) (a) which states that every worker has a right to form and join a trade union. Trade unions in municipalities operate in an environment where the provision of service delivery is a Constitutional mandate in line with what is stipulated in section 153(b) of the Constitution.

According to Hendrikse and Hendrikse (2004:23) governance in a municipality is the system that maintains the balance of rights, relationships, roles and responsibilities of management, employees and councillors as well as the residents. Aspects in this direction include conduct, conformity and control of the sustainable performance of the municipality with honesty and integrity in the long-term interest of all stakeholders involved. This means that a council should ensure that service delivery is performed in the most economical, efficient and effective manner and that there is conformity to all the relevant legislation applicable to the municipality. This argument is true but it fails to specify who in the council is supposed to implement the delivery

of services. This generalisation seems to suggest that there is a gap between the council and other spheres of government in terms of understanding the roles of the councillors and that of the administration. There is no mention of trade unions or their role in implementing service delivery.

2.2.1 Service Delivery

The toolkit on Municipal Services (2005) states that municipalities are obliged to make sure that the community has access to the basic services they need. There are a number of basic services that municipalities provide, the most important of which are,

- water supply,
- sewage collection and disposal,
- refuse removal,
- electricity and gas supply,
- municipal health services,
- municipal roads and storm water drainage,
- street lighting
- municipal parks and recreation



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These services are realised because a municipality is a labour intensive organisation. It is the workers who can make it possible for these services to be rendered. The toolkit is silent on the role that is supposed to be played by the workers or the trade unions. The toolkit also suggests an improvement of skills of the personnel, and better communication between the municipality and citizens. The fact that there is no consideration for trade unions in the strategies for improving service delivery is a serious omission.

President Thabo Mbeki of the Republic of South Africa in his address at the Council of Provinces in March 2005 said that although the lives of many people have improved since 1994 major challenges still lie ahead. He stressed that some of these challenges are there because many municipalities, which are central to the implementation of government policies, still do not have the necessary capacity, even where resources are available, to implement government programmes and ensure that

there is sustainable delivery of basic services. The President in his input believed that the main cause of lack of service delivery is the absence capacity. Unfortunately this presentation does not provide corrective measures or suggestions to correct the situation.

According to Mbeki, the local sphere of government is critical to the government's endeavours of addressing the many challenges facing the people. The President emphasised the need for efficient and effective municipalities to deliver these services. He cites that there are serious delivery backlogs, which have denied millions of the people the possibility of a better life.

Mbeki and media reports, illustrate that there are municipalities with large communities that have no access to clean water, sanitation and electricity. His government is in alliance with the biggest trade union federation in the country, The Congress of South African Trade Unions (COSATU) but in his presentation, there is no mention of what the responsibilities trade unions should take or are expected to take in order to rectify the situation and ensure that good governance prevails.

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2.2.2 Good Governance and accountability

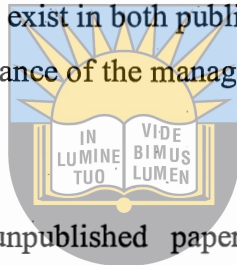
The World Bank views good governance as governance that is epitomised by predictable, open and enlightened policy making, whose bureaucracy is imbued with professional ethics and furthering public good, the rule of law, public participation and transparent processes. Kabudi (2005:7) defines good governance as a broad agenda that includes effective government policies and administration, respect for the rule of law, protection of human right, and an effective civil society. These two definitions only link good governance to the performance of the government and they exclude the responsibilities of other significant role players like trade unions.

King (2002:16) in his report on good corporate governance lists seven characteristics of good governance, these are:

- discipline,
- transparency and communication,

- independence and integrity,
- accountability with action,
- responsibility with authority,
- fairness and equity and
- social responsibility.

According to King (2002), these are the pillars that ensure good governance and when these pillars are adapted to municipalities their focus is only on the management. The King 11 report has made a great contribution in promoting good governance. However, the report has failed to consider trade unions and their role though these are indeed forces that exist in both public and private institutions and are capable of influencing the performance of the management through their performance or non-performance.



Peter Michel (2005:2) in an unpublished paper on corporate governance in municipalities, at an IMFO conference wrote that service delivery challenges are mainly as a result of erosion of skills base within the municipality. He further said that it is only when the communication channels that allow governance to be cascaded from the management to the lowest ranking staff member and performance measurement is conducted to all employees, that service delivery can be of good standard.

Michel (2005) seems to recognise that for an organisation to deliver services of an acceptable standard the entire staff compliment's performance should be measured. He made a great contribution in unpacking the role of councillors in promoting good governance in municipalities, but failed to highlight the role of trade unions.

Cosatu's eighth national congress resolved to develop a comprehensive strategy to encourage good governance within its ranks. However, this resolution is not specific in terms of time frames. COSATU is a federation to which SAMWU affiliates, what seems to the researcher to be lacking in this particular congress resolution are the workers' perception and perspectives on these issues.

COSATU also seem to be silent on their role prior to the congress. Moreover, up to now there is nothing that suggests that the said strategy will ever be developed. The trade union federation seems to realise the need for holding its members accountable but it has not delivered on a basic decision which could have been instrumental in influencing the behaviour and attitudes of its members towards work.

Accountability is imperative to make public officials answerable for government behaviour and responsive to the entity from which they derive their authority. This may be achieved differently in different countries or political structures, depending on the history, cultural milieu, and value systems involved. The mechanisms employed may vary from audit covenants, at one level, to broadly elected legislatures or more narrowly conceived consultative committees, at another.

Accountability also means establishing criteria to measure the performance of public officials, as well as oversight mechanisms to ensure that the standards are met. The litmus test is whether private actors in the economy have procedurally simple and swift recourse for redress of unfair actions or incompetence of the executive authority.

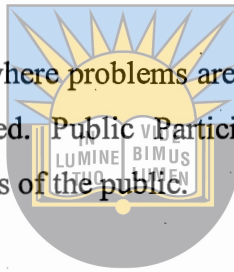
On accountability Werhane, Radin and Bowie (2004; 100) argue that when an individual accepts a job, one is making a commitment that to exchange work for remuneration. The writers in this particular aspect tend to be in agreement with the fact that workers need to subscribe to the notion of good governance and to serve with efficiency, if anything in exchange for the remuneration they receive.

Lack of accountability tends in time to reduce the state's credibility as an economic partner. It undermines the capacity of governments to sustain the long-term business confidence essential for growth-enhancing private sector investment. Looked at from this angle, accountability can help reduce sovereign risk.

2.3 Public Participation

Section 16 of the South African Municipal Systems Act, 32 of 2000 considers areas that require public participation. These are:

- Integrated Development Plan (IDP) - a long-term plan for coordinating development and delivery in a municipal area.
- Performance Management- a system that ensures that all municipal parts work together to achieve targets and goals that are set.
- Preparation of the Municipal Budget- costing activities for the forthcoming year and specifying the source of income to pay for those costs.
- Service Delivery – to ensure that municipalities provide at least basic services that communities need. The most important of these are water supply, refuse removal, environmental health, electricity and gas supply, street lighting, sewerage collection and disposal, roads and storm water and parks and recreation.
- Municipal performance – where problems are experienced the members of the public should be consulted. Public Participation is supposed to include proposals from the members of the public.



Section 17 of the Municipal Systems Act, 2000 requires that municipalities put systems in place for communities to participate in decision-making processes. These processes include,

- procedures for holding public meetings and public hearings by councillors and municipal officials,
- community organisations consultations with the aim of sharing information on the state of affairs of the municipality,
- the procedure for notifying the members of the public about issues that council is considering and the processes to be followed for public comments, and
- the processes and procedures for receiving, considering and responding to petitions.

The principle of participation derives from an acceptance that people are at the heart of development. They are not only the ultimate beneficiaries of development, but are also the agents of development. In the latter capacity, they act through groups or associations (e.g., trade unions, chambers of commerce, nongovernmental organizations [NGOs], political parties) and as individuals (e.g., through letters to newspaper editors, participating in radio and television talk-shows, voting). Since

development is both for and by people, they need to have access to the institutions that promote it (e.g., representative bureaucracies).

Participation is often related to accountability, but not necessarily so. In representative democracies, where citizens participate in government through the electoral process, public officials are, indeed, accountable ultimately to the electorate. These include improved performance and sustainability of policies, programs, and projects, as well as enhanced capacity and skills of stakeholders.

At the grass roots level, participation implies that government structures are flexible enough to offer beneficiaries, and others affected, the opportunity to improve the design and implementation of public programmes and projects. This increases ownership and enhances results.

2.4. Ethics and corruption



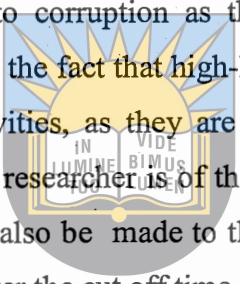
Murray (1997:60) advances the argument that ethics, ethical related issues and policies in organisations are focused mainly on management, and he suggests that ethics programmes should involve all levels of employees. This argument suggests that for an organisation to operate with optimum efficiency there should be an all-encompassing ethical conduct. It should be borne in mind that the majority of employees are at operational level and this implies that efficiency and effectiveness are a prerequisite in their quest for cost effective service delivery.

Werhane *et al* (2004: 86) argue that workers and managers usually have a say regarding the actions of the other. According to these writers, workers are positioned in such a way that they observe each other and comment. According to them workers are supposed to be whistle blowers and report any wrong doing by fellow workers and management. This, they regard as ethical and truth telling.

According to Umqol'uphandle (The South African Corruption Briefing), the converse of corruption is a culture of sound ethical practice and is the antithesis of corrupt practice. Governments, business and civil society are prioritising a code of ethics. A code of ethics is an inhibitor rather than a reactive attempt to punish.

“Corruption and maladministration are inconsistent with the rule of law and the fundamental values of our Constitution. They undermine the constitutional commitment to human dignity, the achievement of equality and the advancement of human rights and freedom. They are antithesis of the open, accountable, democratic government required by the Constitution. If allowed to go unchecked and unpunished they will pose a serious threat to our democratic state” President of the South African Constitutional Court (Judge Arthur Chaskalson), 2000. In this quotation Chaskalson seems to emphasise how dangerous corruption is, and seems to clearly suggest that it needs to be given attention and be destroyed.

Ackerman (1999; 91) refers to corruption as the misuse of public power for personal gain. She further cites the fact that high-level officials in government are more exposed to corrupt activities, as they are involved in major government projects and programmes. The researcher is of the view that bribes are not only made to top officials they can also be made to the cleaner who may be asked to smuggle a tender document after the cut off time.

The logo of the University of Fort Hare, featuring a sunburst design with the motto 'IN VIDE LUMINE BIMIUS' and the university's name below it.
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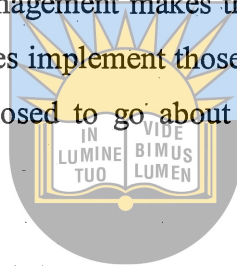
2.5 The Role of Trade unions in promoting good governance in municipalities

The Local Government Municipal System Act, 2000 (Act 32 of 2000) schedule 2, highlights the code of conduct for municipal staff members. This schedule regulates the conduct of municipal staff members who are also members of trade unions. It is therefore unfortunate that the Local Government Municipal Systems Act 2000 (Act 32 of 2000) does not cover the role that trade unions play in ensuring compliance by their members to the code of conduct.

The White Paper on Transforming Public Service Delivery (Batho Pele), 1997 stipulates in detail the principles, which must be upheld in public offices. These principles are the guiding ideal that a public office worker is supposed to uphold. The fact that Batho Pele is not enacted makes it a weak government tool for promoting good governance and administration. The Batho Pele White Paper does not give recognition to trade unions that are in existence.

John Grogan (2006:54) list the duties of workers and one of the duties of workers is to maintain reasonable efficiency. This is not good enough as reasonable efficiency is lacking in terms of value for money and therefore non-committal. He further puts it upon the employer to give an inefficient worker a chance to improve. He is silent on the role of the trade union in this regard. Trade unions are supposed to be involved because when the incompetent worker is dismissed the trade unions make noise.

However, Green (1992:9) cites that one of the trade unions' roles is to improve public and social services. He further emphasises that trade unions will fill the gap when management is not there. The management makes the decisions, and the trade union members individually as employees implement those decisions. Green is very elusive about how trade unions are supposed to go about ensuring the implementation of these decisions.



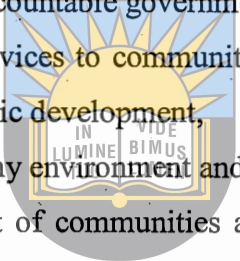
Patel (1994:4) introduces an idea that trade unions in this phase of democracy must move away from resistance and approach the workplace with the approach of strategic unionism which gives the trade unions an opportunity to advance new policies. Trade unions are in a position to challenge elements of some policies. This also brings about the role of trade unions in promoting good governance to the fore because, as trade unions influence policy making processes they contribute to the product and are therefore supposed to defend those policies.

The Labour Relations Act, 1995 (Act 66 of 1995) chapter 5 makes provision for the institution to have workplace forums as structures for the facilitation of information sharing and indirect worker participation. These workplace forums are intended to further the interests of the workers and in the process to improve efficiency in the workplace. The Labour Relations Act, 1995 is a milestone on the side of the workers, it clearly creates protection for workers' rights. Unfortunately, the Act is silent and is not specific on the role that trade unions should play in order to ensure that good governance prevails.

Karl von Holdt (2003, 75) writes that the behaviour of management in the neo-apartheid work- place is regulated and employees have specific jobs for which they

are accountable to specific supervisors. This is a somewhat seminal analysis of work place politics for trade unions. However, von Holdt(2003) has not explained what the trade union's vision is, and he also does not state how these trade unions through the shop stewards specifically deal with ethical issues. He merely dwells on the regulations that protect workers from being victimised but he does not raise the role and responsibilities of workers and their representatives in ensuring that indeed good governance takes place in the work place.

The Constitution of the Republic of South Africa, 1996, section 152(1) provides for the objectives of local government, which are to,

- 
- (a) provide democratic and accountable government for local communities,
 - (b) ensure the provision of services to communities in a sustainable manner and promote social and economic development,
 - (c) promote a safe and a healthy environment and
 - (d) encourage the involvement of communities and community organisations in the matters of local government.

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These Constitutional mandates require that municipalities develop policies that will respond to the needs of the communities with the communities' consent, that is nothing about the community without the community.

The Constitutional mandate is further endorsed by the White Paper on Local Government, 1998 that defines Developmental Local Government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social needs, economic needs, and material needs. Developmental Local Government has four interrelated characteristics these are,

- maximising social development and economic growth
- integrating and co-ordinating
- democratising development
- leading and learning

According to The White Paper on Public Service Transformation (1997), public accountability implies that members of the public must have access to information,

irrespective of their levels of literacy. Elected public representatives and officials have an obligation to explain publicly how they are carrying out responsibilities affecting the public by providing information that is necessary for the role-players and stakeholders for taking informed decisions. The obligation to account publicly installs some beneficial regulating effect on those asked to account. Municipalities should aim at promoting the welfare of the community. Office bearers and officials should not have ulterior motives when they take decisions they should earn the reputation of being a moral elite. There are still court cases against municipal public office bearers and senior managers who were convicted of theft and fraud. Municipalities should perform functions with efficiency and without greed.

Buhlungu (2006: 45) states that trade unions can effectively represent the ordinary people in a day-to-day workplace and act as a mass movement promoting democratisation. He advances his argument by stating that unions cannot maintain a position as an effective civil society actor unless leaders are capable of reigning in and mediating the demands of their followers.



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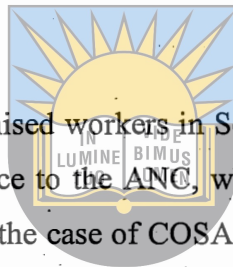
Venter (2001: 308) writes that trade unions are a threat to democracy and are a permanent feature of liberal democracies. He argues that they are only concerned about their vested interests and their welfare without caring about the welfare of the broader society. Further more he suggests that Trade Unions' views expressed by the leaders are not necessarily the views of the members. Venter's argument contradicts the Constitution on the role of trade unions in the entire equation. According to him, Trade Unions are viewed as seemingly destructive and problematic.

Meiring (2007: 151) lists possible reasons why workers do not always do what they are told to do. These are,

- ignorance,
- misunderstood orders and instruction
- carelessness,
- little sense of responsibility
- simple disobedience.

According to him, workers approach their work without discipline. Discipline is an important variable in any work place. Meiring does not suggest corrective measures that have to be applied to correct ill discipline. In the researcher's opinion, it is therefore, the responsibility of trade unions to have clear disciplinary procedures. They ought to implement these towards their members to ensure that good governance is observed in the workplace, so that these trade unions can be taken seriously in their attempt to promote good governance. The researcher emphasises the notion that putting visible restraint on their followers as far as the latter's conduct at the workplace is concerned will promote good governance for as Musoke (2007:106) points out, the South African workplace is highly unionised.

Janet (2006:15) argues that organised workers in South Africa have for a long time demonstrated their strong allegiance to the ANC, which is the governing party. Her contribution is true particularly in the case of COSATU, but she does not explain the role these trade unions play in ensuring that the ANC remains in government through service delivery.



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2.6 Conclusion

Literature review on the role of trade unions in promoting good governance and service delivery in municipalities shows that trade union, as stake holders and interest groups have an enabling environment to promote good governance. This enabling environment is created by the legislation. It is therefore imperative to note that from the literature that has been reviewed, there are clearly defined rights of trade unions, but there are no specific accounting procedures for trade unions as worker representatives on good governance and service delivery. The literature that has been read also emphasises the workers rights.

In the light of the above, the study on the role of trade unions in promoting good governance and service delivery will be useful because it will add an important theory that trade unions have a role to play in promoting good governance and service delivery in municipalities. The understanding, perception and attitude of trade union

members will be useful in determining the role of trade unions in the attainment of this good and noble objective for the enhancement of the development of municipalities.

Chapter 3 will deal with the presentation and critical analysis of literature that is related to the study.



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Chapter 3: Research methodology

3.1 Introduction

Research methodology refers to the methods of collecting data for research purposes. It defines what the activity of research is, how to proceed, how to measure progress, and what constitutes success. Dissertation Research Methodology means being aware of the way in which one does something and being able to justify why one did it that way. This study aimed at evaluating the role of trade unions in promoting good governance and service delivery in selected municipalities of Ukhahlamba District in the Eastern Cape. In pursuit of the evaluation of the role of trade unions in these municipalities, the researcher utilised research methods, processes and procedures that are explained in this chapter.

In ensuring comprehensiveness, validity of data and reliability the researcher used the quantitative as well as the qualitative research methods. These two research methods complement each other. De Vos, A. S. Strydom, H. Fouche, C. B. and Delpont, C.S.L (2002:79) define quantitative research method as an inquiry into a social and human problem. The inquiry is based on testing a theory that is composed of variables measured numerically and analysed with statistical procedures in order to test the extent to which the predictive generalisation of the theory is true. Leedy and Omrod (2001:10) state that quantitative research method can be used to answer questions about relationships among measured variables when explaining, predicting and controlling phenomena. Quantitative research method used in the study included questionnaires.

On the other hand, qualitative research method generates data through experiencing the world from the point of view of the participant (Holtzhauzen & Holtzhauzen, 2002:79). Glesne (1998:31) states that qualitative researchers are dependent on a variety of methods for data gathering. Qualitative research method used in the study included questionnaires, one to one interviews, focus group interviews, observations, and review literature that related to the study.

A purposive sampling was used; this was a non-probability sampling. LeCompte and Preissle (1993:57) state, “selection requires only that the researcher delineates the relevant population or phenomenon for investigation using criteria based on theoretical or conceptual considerations, personal curiosity, empirical characteristics or some other considerations”

The population studied was selected because of its empirical characteristics. This population was able to provide empirical data needed for research questions. The five point Likert-type scales was used as part of the questionnaire for empirical study. The questionnaire consisted of two parts, Section A was designed according to Likert-type five point scale. The second section was the biographical data of the respondents. This type of research is quantitative. The focus was on the respondents’ views about trade unions’ role in promoting good governance.



The primary sources and the secondary sources of data were used to gather information. Primary sources refer to empirical study to gather information and secondary sources refer to textbooks, journals, and previous studies on the role of trade unions in promoting good governance.

Questionnaires directed at the target group were used to gather information. The target group was the trade union members and the shop steward. Respondents were requested to complete a questionnaire. The researcher asked for permission to conduct the research from management and the leaders of the trade unions. An assurance was given to the trade union members that the information gathered through this study was to be used for research purposes only. The researcher also requested to have access to the trade union records. The participants were required to fill in a consent form.

The population studied were the municipal workers who belonged to the two trade unions that were operating in these municipalities and the provincial leaders of these trade unions. These workers were of both sexes, different age groups. The sample was taken from local leaders known as shop stewards and ordinary members.

Only workers who were trade union members were selected. The researcher looked at the selection of what LeCompte and Preissle (1993:59) refer to as the critical case selection. Trade union records were used to identify members of a particular trade union. The sample was taken from workers who have served the municipalities between the year 2000 and 2005 and were still in the employ of these municipalities, with some having been there prior to 1994. LeCompte and Preissle (1993:58) further emphasise the importance of selecting the individuals from the population where the results can be generated.

The total sample size was 45, with ten workers from each the four local municipalities and five participants from the district municipality because the proposed study was an in-depth study of the studied group.

Non-participant observation, focus group interviews and one on one semi-structured interviews were used. One week was spent in each of the identified municipalities and the second week was used for the actual observation. Workers were observed in the workplace, the researcher observed their interaction with consumers, other workers, management, and participation in tasks for one week without interrupting them with questions.

The observation was conducted during working hours, different times of the working day, morning, midday and afternoon, and during lunch hour to allow for variation over time. The researcher recorded everything that happened, the behaviour and practices without any preconceived ideas.

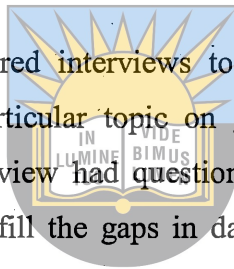
Interviews were conducted to provide the subjects' verbal expressions of experiences studied. The focus group interviews were relevant for the proposed study because the intention was to study complex behaviour, De Vos et al (2002:307) claims, "they are a powerful means of exposing reality and investigating complex behaviour and motivation."

The focus group sizes were small with six participants purposefully selected because they had rich data about the topic under study. This size enabled the researcher to get enough detail about the topic from each participant. The participants' experiences of

the role of trade unions in promoting good governance were brought to the fore. The purpose of the focus group was also to identify areas of convergence on the feelings, perceptions, and attitudes, understanding, experiences and behaviour modifications. Contradictions were also noted and investigated.

In the one on one interviews the role of the researcher was that of a facilitator who initiated discussions in a “conversational manner” De Vos et al (2002:313) and directed discussions following an issue that could have had relevance to the study. Open-ended questions were used and the researcher recorded everything that happened during an interview process.

The researcher used semi-structured interviews to gain a detailed picture of the participants’ perceptions of a particular topic on good governance De Vos et al (2007:302). The one to one interview had questions in an interview schedule that sought information, which could fill the gaps in data gained from the focus group interviews. That data could also be used to confirm the data gained from observation and focus group interviews.



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Based on the above it can be deduced that the use of both the quantitative and the qualitative research methods in this study led to reliable and valid finding that can be tested. It is in the opinion of the researcher that when people are the subjects in a research both the quantitative and the qualitative research methods be used.

This chapter firstly, reiterates the purpose of the study. Secondly, the research design that has been used by the researcher is explained. Thirdly, the methodology that has been applied to gather data is explained. Fourthly, the limitations that were experienced by the researcher in the process of undergoing the study are highlighted. Fifthly, ethical considerations that the researcher had to put to the fore when conducting the study are explained. Lastly the conclusion is drawn.

3.2 Research Design

The previous chapters stated that the purpose of the study is to evaluate the role of trade unions in promoting good governance in selected municipalities an analysis of the perceptions, understanding, and attitudes of union members towards service delivery, the right to strike versus the right to basic services. The study also demystified stereotypes about trade union members, and it uncovered areas of curiosity for researchers. In pursuance of the study, the researcher collected the data in line with the research design that follows.

A research design shows how all of the major parts of the research project work together to try to address the central question (Myers, 2000:73). According to Leedy (1989: 93) a research design is a plan that is put in place for collecting data. It can be deduced from the above that a research design can be understood in the same vein as a dress design, the researcher designs the research before the research activity. Hofstee (2006:113), states that the manner in which the research is designed is usually a variation of one or more designs.

Musoke (2007: 61) in an unpublished study similar to this study successfully utilised the survey research design as well as the case study research design. The study was a success. Therefore, in conducting the study, the researcher applied both the survey based and the case study research designs.

3.2.1 Survey-based research

Hofstee (2006:122) refers to a survey –based research design as a research design that is used when a researcher is trying to elicit information from a limited number of individuals who are presumed to have the information the researcher is seeking. Those individuals are willing to communicate and are intended to be representative of a larger group. In the case of this study, those individuals are trade union members that participants in the study. The survey based research consisted of:

- Literature review:** This research technique was used for obtaining the perspective on the latest findings related to the topic of research (Brynard and Hanekom, 1997:13). The strength of this technique is that data relevant to the study can be obtained easily as everything is written down and the researcher is able to analyse how literature contributes to strengthening the study. The weakness of this technique is that literature is a secondary source of data as opposed to observation or interviews. It also gives data that is merely related to the thesis but does not accurately address the researcher's thesis. The researcher extensively perused the work of other scholars as well as legislations that were relevant to the study. The literature studied and its content was analysed in chapter two. This assisted the researcher to analyse the legislative framework, and the work of other scholars on related subjects.
- Questionnaires:** According to Hofstee (2006:132), these are a form of structured interviews where all the respondents are asked the same questions and are given the same options to answer these questions, but some questionnaires have open-ended questions that require respondent to answer in their own words. The advantages of questionnaires are that they can offer confidentiality to respondents, they cover a large number of people and are easy to analyse (Hofstee, 2006:133). The disadvantages of using questionnaires are, that they hinder the interaction between the researcher and the subjects, the respondents are not allowed to digress from the stipulated format and are shallow in that they do not allow the researcher an opportunity to probe deeper in extracting data from the respondents.

The researcher used the questionnaires in this study. There were three sets of questionnaires that were compiled, questionnaire A was directed to union members, questionnaire B was directed to shop stewards and questionnaire C was directed to municipal managers.

- Interviews:** These are the mostly used data collection techniques in Public Administration (Brynard and Hanekom, 1997:32). Interviews, according to De Vos, A. S. Strydom, H. Fouche, C.B. and Delpport, C.S.L (2000:299) are

attempts to get an understanding of the world from the point of view of the participants. The advantage of using the interview as a research technique is, that the interviewer can explain matters, which are not clear to the interviewee, and the interviewer can observe the behaviour of the respondent (Brynard and Hannekom, 1997: 38).

Silverman (1997:100) argues that those whose aim is to comprehend and write documents about people's understanding choose interviewing, because it is able to provide the researcher with a means to explore the points of view of the participants. He further warns researchers not to just listen to the content of what people say and simply in a "crude empiricist" manner summarise the content. The disadvantage of interviews is that many potential participants are likely to fear to commit themselves by telling the truth.

There are three types of interviews available for collecting data from the respondents (Welman and Kruger, 1999:166-168). These are the structured interview, the unstructured interview, and the semi-structured interview. The structured interview does not allow respondents to express their views, as they would like to (May, 2001: 125). The unstructured interview is the opposite of the structured interview in that there is no schedule that is prepared because the area entered is unfamiliar (Welman and Kruger, 1999:196). May (2001:123) warn that this type of interview does not allow for comparability.

The semi-structured interview allows respondents to answer questions "more in their own terms but still provide a greater structure for comparability" (May, 2001:123). According to McMillan and Schumacher (1997:251) in semi-structured interviews, the researcher has certain questions to ask all participants but the participants are also allowed to raise issues and ask questions during the interview process. The semi structured interview has been used in the study because among others it is the one through which in-depth information can be gathered. These semi-structured interviews took the form of one on one as well as the focus group interviews.

The researcher made use of probing, focussing and clarifying to ensure that sufficient information was gathered during the interview process. Probes according to Merriam (1998:80) can be questions or comments that are follow-up a question that has been asked. These may take numerous forms ranging from silence, sounds, a single word, or a sentence that encourages the participant to expand on an issue under discussion. Probing was done where and when necessary in the study particularly when the researcher noticed some non-verbal communication.

Focussing is maximum clarity or distinctness of an idea. It refers to a clear approach to a task through concentrating on important issues and avoiding irrelevancy. Holliday (2000:59) emphasises that interviews should be free and open and only constrained by the focus of the researcher into new discoveries within the experiences of the participants.

Clarification according to the researcher means to make clear, to make easy to understand, to simplify, to free from complication and to make accessible to an average mind. The researcher focussed on understanding the basic nature of the participants' statements during interviews. The researcher clarified areas that needed to be clarified during the interviews.

- **Focus group Discussions** in the Maletswai Municipality to obtain additional perspectives and to validate information gathered from the questionnaires and one on one interviews. These discussions created space for the development of more focused themes for further study. Participant that took part in responding to questionnaire as well as in one on one interviews were not targeted for the focus group discussion.

The discussion took place in one of the municipality's boardrooms at the Aliwal Spa. The content and process requirements as well as the time allocated for the process were communicated to the participants. The researcher took notes and recorded the discussions. The focus group discussion lasted for one and half hour.

- **Observation:** this is a technique that is used to determine how individuals or groups react under specific circumstances, either natural or artificial (Hofstee, 2006:39). Merriam (1998:95) refers to observation as a research tool when it conforms to the following:
 - ❖ It is planned and occurs deliberately.
 - ❖ It is systematically recorded.
 - ❖ It is subjected to checks and controls on validity and reliability.

The advantage of observation as a research technique is that real life behaviour is perceived, studied and verified. On the other side the disadvantage of using this technique is that the target group may feel that an outsider is interrupting them in their work and may become uncomfortable. The observation has been used in this study in an endeavour to strengthen the reliability of the findings by supplementing the data collected using the above mentioned methods .

3.2.2 Case study



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According to Welman and Kruger (1999:21), a case study is a limited number of units of analysis such as an institution, an individual, or a group that is studied extensively. Welman and Kruger (1999:21) further suggest that a case study intends to point out the “uniqueness and the idiosyncrasy of a particular case in all its complexity.” According to Hofstee (2006: 123), a researcher uses a case study when examining a single case, which may be something or an organisation. The researcher was testing a hypothesis that the presence of trade unions in municipalities should yield good governance and effective and efficient service delivery. In this study, municipalities were used in the unit for study. The case that has been used in this study refers the municipalities of Ukhahlamba District.

3.3 Methodology

Methodology is the nitty gritty of the matter where the researcher explains in detail the use of the research design. Hofstee (2006:115). Leedy and Omrod (2001:14)

define research methodology as a process that is followed by a researcher in carrying out the research project.

According to Brynard and Hanekom, (1997:28) research methodology necessitates a reflection on planning, structuring and execution of research in order to comply with the demands of truth, objectivity and validity.

According to Holtzhauzen and Holtzhauzen (2002:78), the principles of truth, validity and objectivity are supposed to be complied with by the research methodology.

Leedy (2005:94) states that although there may be a wide variety of research methodologies, many researchers categorise research studies into two broad categories. These are quantitative and qualitative research. The study used both the qualitative and the quantitative research methods because they are both descriptive and enumerative in nature, the subjects' behaviour, and experiences was studied in the natural environment where they occur. This study focused on the role of trade unions in promoting good governance in municipalities. This study focused on the role of trade unions in promoting good governance.

Hofstee (2006:115) suggests that methodology be divided into three major subsections; these are the research instruments, data, and analysis.

3.3.1 Research instruments

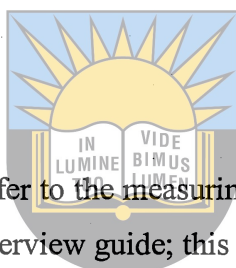
Hofstee (2006:115) defines a research instrument as anything that a researcher use to get the data that is going to be analysed. In the study, the following research instruments were used, questionnaire schedule, interviews guide, note book, voice activated dicta-phone and the researcher. These instruments are discussed in detail in the succeeding five paragraphs.

3.3.1.1 Questionnaires

Questionnaires consisted of structured questions compiled in a computer. The researcher ensured relevance, neutrality and consistency in compiling the

questionnaires. These questionnaires consisted of two sections, section A that consisted of category and open-ended questions section B that mainly biographical data. The questionnaires consisted of eight questions only, this was done to motivate respondents to participate. The questionnaires were issued to union members, municipal managers and shop stewards of the five municipalities of Ukhahlamba District. These questionnaires were hand delivered to the respondents. The instrument was initially submitted to the supervisor for approval and comment before it was distributed to the respondents. The researcher used questionnaires to cover a big number of potential participants. (The sample of the questionnaire was attached as the of appendixes at the end of the document).

3.3.1.2 The interview guide



Welmer and Kruger (1999: 167) refer to the measuring instrument that is used during semi-structured interviews as an interview guide; this interview guide consists of a list of topics and aspects of these topics. The basic reason is to collect information that is relevant to the study (Gaskell, 2000:40). Gaskell further advises the use of questions in the form of paragraph headings.

Based on the objectives of the study, questions that were relevant to the study were asked from the respondents. The interview guide consisted of open-ended and paragraph type headings. According to White (2005:153) open ended questions allow the interviewees to take any direction and use any words in an effort to present their views. The structure of the interview schedule was such that it started with the more general to the specific questions. The researcher was vigilant in providing explanations, clarities, and probes during the interview sessions as proposed by Welman and Kruger (1999:167) and May (2001:123) in pursuance of quality information.

The researcher verified certain information by putting more probes and questions. This also helped to establish a more detailed perspective of the respondents about the role of trade unions in promoting good governance and service delivery in municipalities.

3.3.1.3 Ethnographic interview

According to White, (2005:104) ethnographic interview is an open-response question to obtain participants' opinions and reaction as to how individuals experience their world and how they explain or make sense of the important events in their lives. The researcher used ethnographic interview in this study. The use of ethnographic interviews was informed by the fact that the researcher wanted to find out the perceptions of trade union members about the role of trade unions in promoting good governance in municipalities.



3.3.1.4 The voice activated dicta-phone

A dicta-phone is an electronic voice activated tape recorder. A tape recorder according to Patton (1990:348) is an indispensable equipment when conducting research interviews, because it increases the accuracy and

The researcher used voice activated dicta phone during the one to one interviews and focus group interviews with the municipal managers and members of the trade unions respectively. This was done in order to record every detail of what was said during the interviews. Permission to record was sought by the researcher and granted by the participants after an assurance was given, that all the information gathered through this activity was only going to be used for study purposes. During data analysis, information from the dicta phone was retrieved by playing and replaying the dicta-phone. The advantage of using a voice activated Dictaphone was that it only records when a person spoke, it does not record any other sounds that may distract the process.

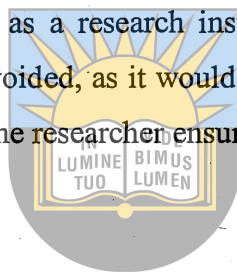
3.3.1.5 Taking field notes

Field notes are a written record of observation, interaction, conversations, situational details, and thoughts during a research study period. The recorded behaviour gives a

more accurate report than a retrospective or an anticipatory report that might be given by respondents during interviews. The researcher took notes using a notebook and a pen during the observation. The researcher made notes of the things that the participants did and said when she was observing, noting the manner in which they behaved and talked to customers, peers and management. The time of arrival and departure of the participants was also noted and recorded in the notebook.

3.3.1.6 The Researcher

The researcher is the major research instrument, as without a researcher, the research cannot take place. The researcher as a research instrument ensured that emotional involvement in the research was avoided, as it would have compromised validity and reliability of the research results. The researcher ensured that the research process was conducted as a project.



3.3.1.7 Data Triangulation

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Mouton and Marais as cited by De Vos et al (2002:365) the term triangulation refers to the use of multiple methods of data collection with the aim of increasing reliability. The purpose of triangulation is not the simple combination of different kinds of data, but is a way of increasing the richness of data, this is according to Berg as quoted by Glesne (1998:31).

Data triangulation is a process whereby a piece of data, a finding, or a generalization can be verified (de Vos *et al*, 2002:94) with several different research methods. This helps add to the researcher's credibility and makes the findings stronger. The primary sources and the secondary sources of data were used to gather information. Primary sources refer to empirical study to gather information and secondary sources refer to textbooks, journals, newspaper articles, and previous studies on the role of trade unions in promoting good governance.

The researcher used both the qualitative and the quantitative method of collecting the same data. This was done to verify the validity and reliability of the data gathered. De Vos *et al* (2002:365) cites Creswell as stating that a researcher establishes an audit trail of major decisions that have been made during the research process and the credibility of those decisions is more likely to be unquestionable when triangulation has been used. Triangulation involves different methods of data collection, finding convergence among sources of information and counteracting possible threats to the validity of the analysis.

3.3.2 Population used for the study

Population is defined by Powers (1985:235) as a set of entities that are presented as measurements of interest by the researcher. The entities may be people or things. In both cases, the study of a population may be said to be exhaustive because it includes an investigation of every entity under consideration. Mouton (1996:134) defines population as a collection of events, objects or individuals that have common characteristics that the researcher is interested in studying. The population for the study includes the five municipalities that are found in Ukhahlamba District. The population included the two trade unions that operate in these municipalities, these are the SAMWU and IMATU and the municipal managers of all five municipalities.

3.3.3 Sample size studied

Powers (1985:236) viewed a Sample as a subset of measurement drawn from a population in which researchers are interested. Researchers study the sample in an effort to understand the population from which it was drawn and as a means for helping researchers to explain some of the population's

The population for this study consisted of sixty ordinary trade union members, five municipal managers, ten shop stewards, and one provincial executive committee member. The study consisted of 60-targeted participants. On the basis that there are two trade unions in these municipalities, that is IMATU and SAMWU the researcher

used 30 SAMWU members and 30 IMATU members inclusive of the shop stewards and 5 municipal managers.

3.3.4 Procedure utilised for selecting the samples

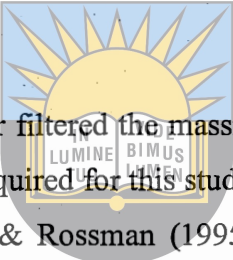
The basic idea with sampling is to select elements in a population in order to draw conclusions about the entire population (Blumberg *et al*, 2005:202). Brynard and Hanekom (1997:43) population are objects, subjects, phenomena or activities that the researcher wishes to research in order to establish new knowledge. According to Babbie (1998:201), a population is the theoretically specified aggregation of study elements from which the sample is actually selected, Blumberg *et al* (2005:202)

A sample of an equal number of participants from both trade unions was taken from Maletswai Local Municipality, Gariep Local Municipality, Senqu Local Municipality, Elundini Local Municipality, and Ukhahlamba District Municipality. Two of these municipalities are rural in nature, these are Elundini Local Municipality, and Senqu Local Municipality the other three are urban in location. This implies that “naturally bounded groups” which have the same geographical locations and the same contextual factors constituted the sample. LeCompte and Preissle (1993:59) refer to this as the critical case selection. A sample according to Arkava and Lane (1983:27) comprises the elements of the population considered for actual inclusion in the study. The advantage was that these municipalities were accessible to the researcher, a factor that limited the costs.

Purposive sampling as described by White(2005:120) is sampling based the judgement of the researcher, a sample that is composed of elements that contain the most characteristics, representative or typical attributes of the population .A purposive sampling was used in the study; this was a non-probability sampling. LeCompte and Preissle (1993:57) state, “Selection requires only that the researcher delineates the relevant population or phenomenon for investigation using criteria based on theoretical or conceptual considerations, personal curiosity, empirical characteristics or some other considerations”

The population studied was selected because of its empirical characteristics. The population had to be heterogeneous; it consisted of trade union members who were in the employ of the municipalities during 2000 and 2005. Some of the subjects started working for municipalities before 1994 and others after 1994, they were of different age groups, had to be from different racial group and be representative of the gender and position of employment within the municipalities. The population consisted of subjects with different educational qualification. This population was able to provide empirical data needed for research questions.

3.4 Data analysis



During data analysis, the researcher filtered the massive data that was available until only the data that the researcher required for this study remained, as stated by de Vos (2000:48). In agreement, Marshall & Rossman (1995:111) stated that data analysis involved bringing order, structure and meaning to the mass of time-consuming, creative and fascinating procedures. Brynard and Hanekom (1997:48) advise that in analysing the viewpoints of different authors the researcher should interpret and integrate these viewpoints and come up with a new viewpoint. In analysing data, the quantitative and the qualitative data analysis techniques were utilised. Quantitative analysis was utilised to analyse data that was collected using questionnaires, the rating statements were translated into percentages. Expect to see these graphics in the next chapter, bar charts, tables and pie graphs demonstrate the overall output of the study.

Qualitative data analysis was used to analyse data that was collected by using the one on one interviews, focus group interviews and observation. Data that was obtained from individual interviews was done through identification of common themes from the respondents' description of their experiences. Relevant and irrelevant information were separated, and relevant information was converted into phrases and sentences that reflected a specific thought. The collected data was sorted, categorised and coded into separate pieces of data and were grouped into themes. The researcher interpreted and integrated the viewpoints of different authors and different legislations on the study and came up with a new viewpoint.

3.5 Validity and Reliability

Validity and reliability are essential methodological concepts when qualitative and quantitative techniques are integrated. In both the qualitative and the quantitative research methods validity and reliability are equally important although they may be treated differently (Narman, 1995:118) Validity is defined as the extent to which scientific observations measure what they are meant to measure. Scrimshaw (2000:197) defines reliability as the extent to which the identical results are obtained when scientific observations are done more than once. The methods used by the researcher in this study ensured validity.

The researcher utilized triangulation in an endeavour to ensure validity and reliability of the research. It has to be noted that the research dealt with perceptions, understanding and attitudes of human beings in a social environment. Social environment, for the purpose of this research meant the people with whom the participants in the research interact during the research process. Perceptions of human beings in social environment are not necessarily static and may be influenced by environmental changes.

3.6 Conclusion

The chapter dealt with the different methodologies that were applied and the research procedures that had to be followed in advancing the study. Procedures and processes were explained in this chapter. This chapter outlined the plan of action that was taken by the researcher to gather relevant information. The research methodology used in collecting data for the evaluation of the role of trade unions in promoting good governance in municipalities included multiple methods with the aim of obtaining the undisputable research results that were valid, reliable and trustworthy.

The chapter discussed two research design techniques, that is the survey and the case study techniques, the two data analysis techniques, these are the quantitative and the qualitative data analysis techniques, the instruments that were used for collecting data, sampling and its procedures and also the ethical considerations.

The next chapter will dwell on the presentation, analysis, data processing and interpretation of the information.



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Chapter 4: Data presentation, analysis and interpretation

4.1 Introduction

The major goal of this research endeavour is to evaluate the role of trade unions in promoting good governance and service delivery in selected municipalities of Ukhahlamba district in the Eastern Cape. This chapter is the heart of that endeavour.

The Ukhahlamba District is 26 518 square kilometres in extent and is bordered by the Northern Cape Province, Lesotho, the Free State, Alfred Nzo and the southern areas of Eastern Cape and it has a population of 371 170 (Mid-2002 estimates, Census 1996 statistics). The district consists of one district municipality, which is divided into four local municipalities, namely Maletswai, Elundini, Gariiep and Senqu.

The Elundini local municipality has a deep rural component of Tsolo, Mount Fletcher and Qumbu. The rest of the municipality is mainly farm area with two urban areas namely Ugie and Maclear. Senqu local municipality has a largely rural component around the small urban area of Sterkspruit and two smaller towns (Lady Grey and Barkley East) surrounded by farms. Maletswai Municipality is largely urban.

This municipality consists of Aliwal North, which is the main commercial, and tourism centre, and a smaller barren, quasi-urban Jamestown. The map that follows is the map of Ukhahlamba district.

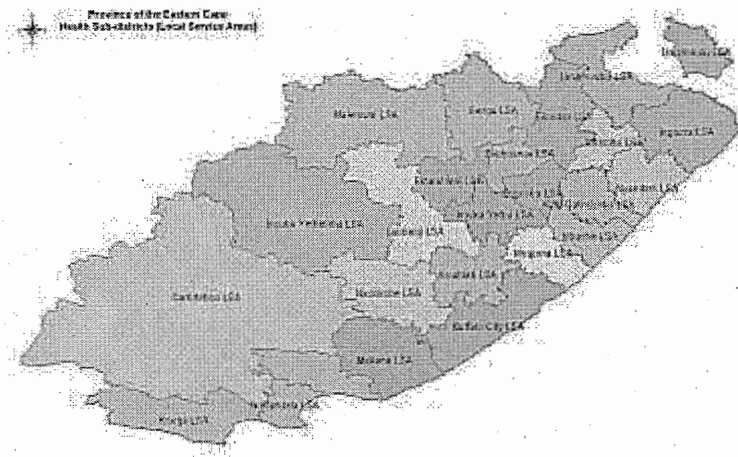


Figure 4.1: Ukhahlamba District

The previous chapter outlined the methods that were used to collect data and the samples were explained in detail. This chapter's major focus is the presentation of data collected its scientific analysis and a detailed interpretation of the findings. According to Hofstee (2006: 137), the meat of the matter is found in this chapter. In the analysis of the data the researcher was cautious and tried to ensure that, reliability and validity of the findings were maintained.

The data collected in the study on the role of trade unions in promoting good governance and service delivery in municipalities manifested important aspects. In particular, the study dealt with aspects of ethics, accountability and service delivery as seen through the eye of a worker.

4.2 Presentation of biographical Data

In the study, questionnaires were used to collect quantitative data. Out of a total sample of 60 municipal workers who were identified as participants, 15 opted not to participate. To the dismay of the researcher, a major sub-group of the population under study comprising five municipal managers consented to the study but indefinitely postponed their participation. This made it irrevocably impossible for the researcher to include them in the study. The total number of respondents was 40, a response rate of 66%.

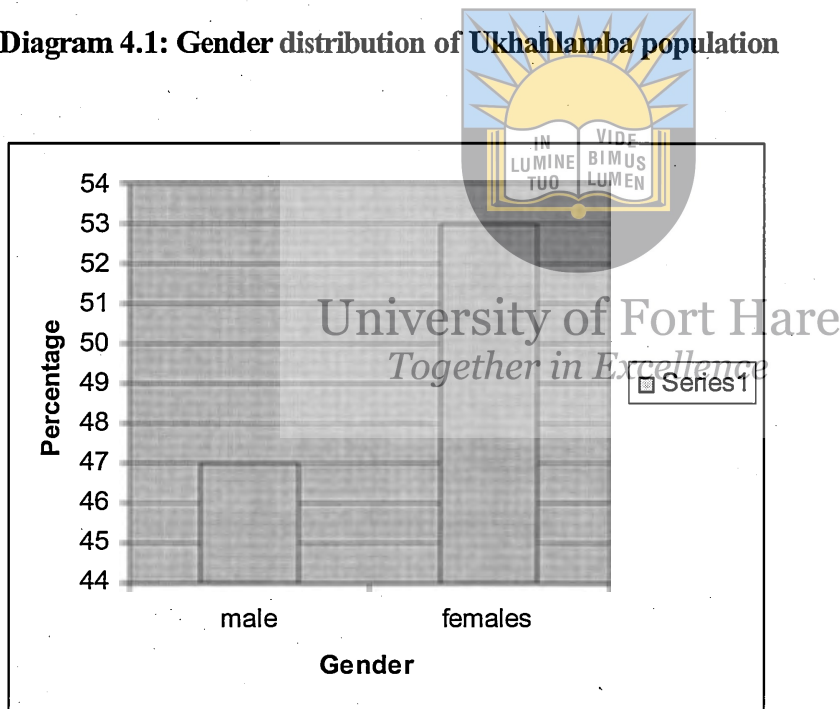
The researcher initially conducted a pilot study on the questionnaire to ensure that there were no ambiguous questions, which might not be clear to the respondents. The pilot study was conducted on respondents of similar characteristics as the intended sample, in order to test the instruments. It was rewarding because the researcher was able to identify the problems of access to the intended sample and some of the challenges of conducting interviews with them. Therefore, when the sampled municipal managers indefinitely postponed their participation, this was a true reflection of what the pilot study had identified to the researcher. In presenting the quantitative data, the researcher will start with the biographical data of the participants.

4.2.1 Characteristics of the participants

Of paramount interest to the researcher, the response from the first sub group that under took the one on one interview the respondents were all male. This did not reflect the true composition of the general population of the municipalities of Ukhahlamba. The researcher had reliably learnt that the population of these municipalities is comprised of 53% female and 47% male.

This research project did not seek to give a scientific explanation to this discrepancy.

Diagram 4.1: Gender distribution of Ukhahlamba population



The above diagram shows that at Ukhahlamba District there are more females than males. A total 60% of registered indigents in the municipalities of Ukhahlamba Distr. Municipalities are women. This indicates that the majority of the population that is in need of basic services are female. The role played by trade unions in determining the quality of service provided by these municipalities can serve as one of the instruments for measuring the extent to which the dignity of women has been restored since the dawn of democracy, thus observing one of the pillars of the Freedom charter. It therefore implies that the output and the outcomes of the role that trade unions play in

these municipalities impacts mainly on the poor, the majority of whom are women. Respondents, by gender, to the study are indicated below:

Diagram 4.2: Questionnaire Response by gender

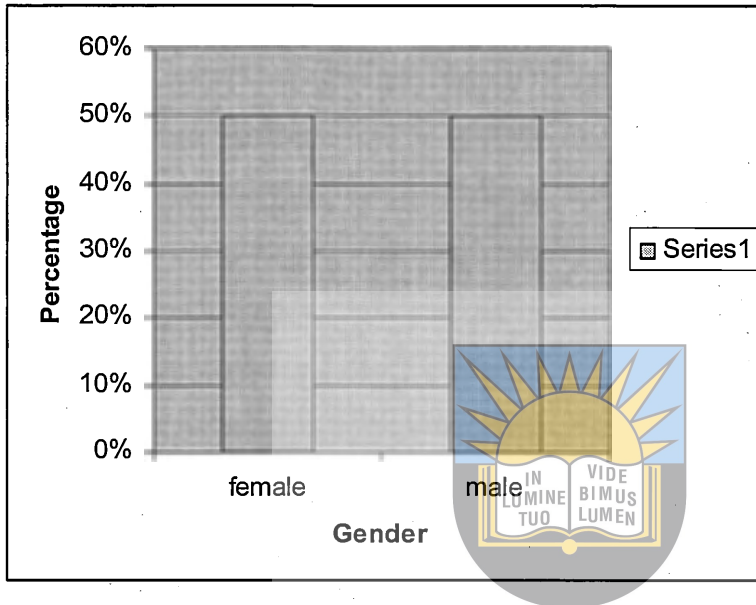


Diagram 4.2 illustrates the gender distribution of respondents to the questionnaire. It shows that 50% of respondents are males and 50% are females. In principle, the gender distribution in the workplace is supposed to be 50/50. It can be deduced that there was fair gender representation in the response to the Questionnaires.

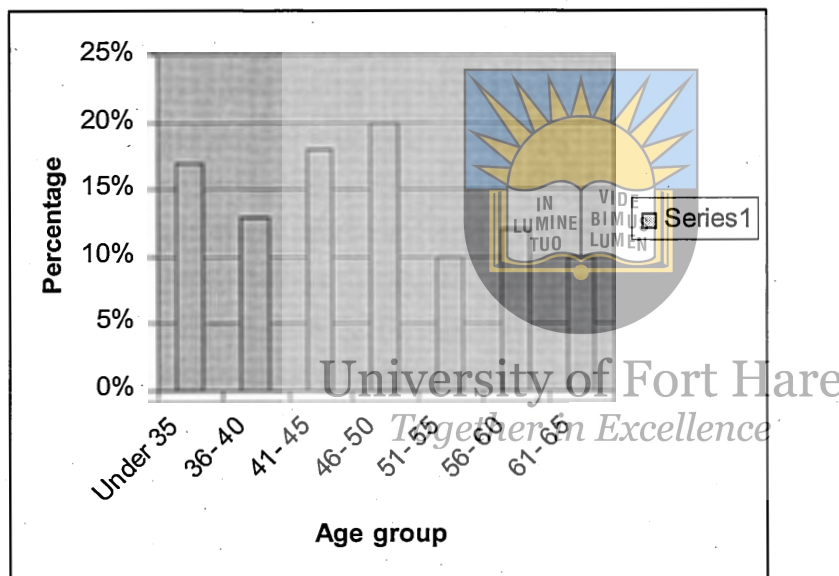
4.2.2 Age analysis of the respondents

As the diagram below illustrates, the participants were of different age groups. The lowest age group of the respondents was under 35 years of age while the highest was between 50 and 65 years of age. The researcher observed that there was a tendency for the respondents to relatively misinterpret the questions, probably due to age. This however, had no direct effect on the validity and reliability of the findings of the study.

Table 4.1: Age Analysis of Participants

Age	Percent
under 35	17%
36-40	13%
41-45	18%
46-50	20%
51-55	10%
56-60	12%
61-65	10%

Diagram 4.3: Age Analysis of Participants



The above table and Diagram 4.3 show that the respondents comprise 17% of the age group below 35 years, 13% of the age group 36-40, 18% of the age group 41-45, 20% of the age group 46-50, 10% of 51 to 55 age group, 12% of the age group 56-60 and 10% of the 61-65 age group. The majority of respondents are from the group of 46-50. It can be deduced that the respondents can be seen as matured enough and thus capable of applying their minds when participating in the study.

4.2.3 Level of education of respondents

The findings from this study seem to indicate that some respondents had never been to school and other respondents had some form of formal education ranging from secondary education to tertiary education. The researcher also found out that there was a relatively high number of in-service training courses provided by municipalities to its employees. In this case, therefore, the municipalities tended to be in line with current practices as far as skills development practices are concerned. However, it was very clear that the majority of participants had no post secondary school qualification.

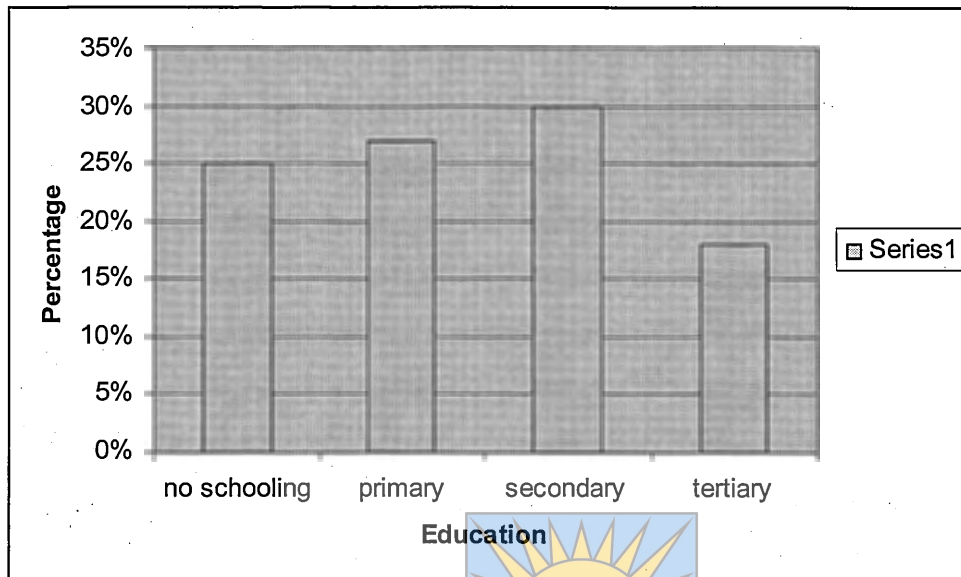
It was of particular interest to the researcher to find that 60% of SAMWU shop stewards seemed not to have received formal education but were very articulate when dealing with issues raised in their home language during the focus group interviews.

Various categories of functionaries participated in this research project. These included meter readers, cleaners, gardeners, assistant managers, skills development officers, senior human resource officers, administrative officers, accountants, cleaners, librarians and disaster management practitioners. A Large spectrum of participants in the research project gave the researcher an in-depth perception of the trends of the work force in the municipalities as far as service delivery is concerned.

Table 4.2: Level of education of respondents

Education	Percentage
No school	25%
Primary	27%
Secondary	30%
Tertiary	18%

Diagram 4.4: Level of education of respondents



The above table and Diagram 4.4 illustrate the level of education of the respondents. 25% possess no formal school education, 27% possess primary school education, 30% possess secondary school education and 18% possess tertiary school education. Albeit that 25% of the respondents had no formal education and 27% had only primary education, the 30% and 18% of respondents who had secondary and tertiary education respectively make one deduce that the respondents have the academic ability to contribute meaningfully to the study. Added to this is the running of in-service training courses, which empowers the respondents to add value to this study.

4.2.4 Trade union subscription

All the respondents belonged to a trade union. As pointed out earlier in this presentation the South African workplace is highly unionised. The findings of this study therefore confirmed that proposition. What became apparent was that there were two trade unions to which they all subscribed; these are the SAMWU (South African Municipal Workers Union) and IMATU (Independent Municipal Trade Union). The latter seemed to be having a broader support base at these municipalities.

The table and a diagram below illustrate the membership of trade unions in these municipalities graphically.

Table 4.3: Membership of trade unions in municipalities

Trade union	Percentage
IMATU	31%
SAMWU	69%

Diagram 4.5: Membership of trade unions in municipalities

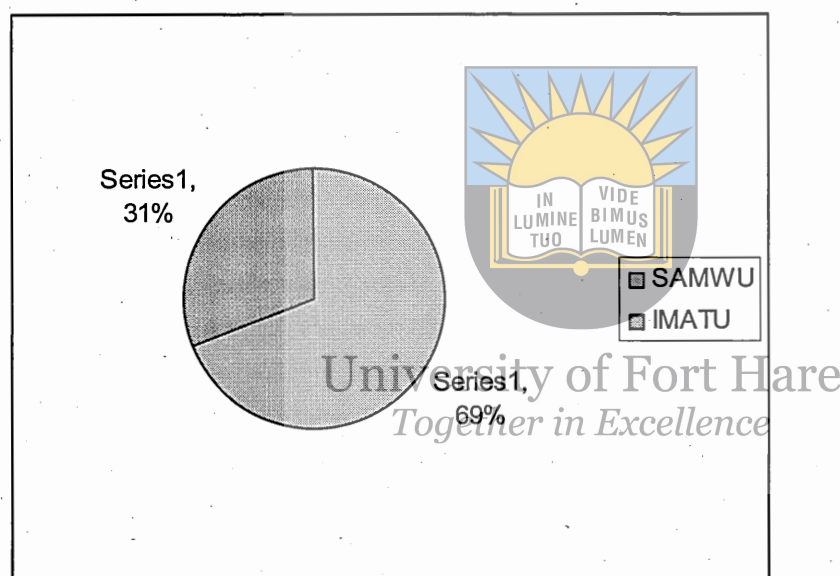


Table 4.3 and diagram 4.5 illustrate that 31% of trade union members in municipalities are members of IMATU and 69% are members of SAMWU. The majority of trade union members are members of SAMWU. SAMWU is an affiliate of COSATU, which is in alliance with the ruling party, and that COSATU politics are working class politics. Therefore, it can be deduced that SAMWU members are in the majority in terms of contributing to the study.

4.2.5 Year of appointment as municipal worker

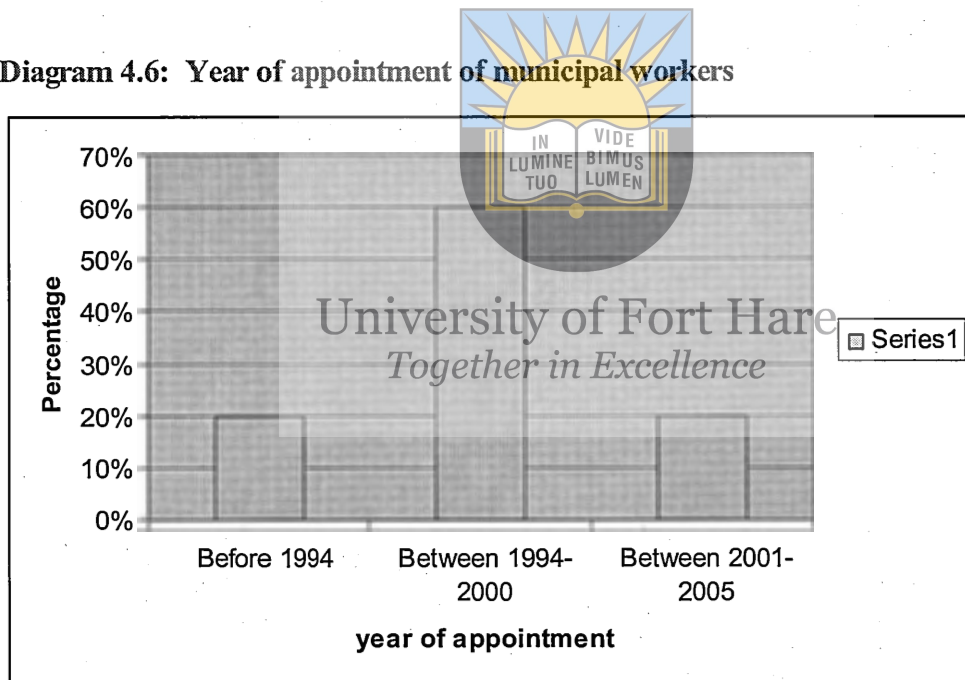
As stated in the previous chapters, municipal workers that were targeted should have been in the employ of the respective municipalities by the year 2005 and earlier. The workers that were targeted for the study were employed at different times at the

municipality. Some (20%) started working before 1994, while others (60%) were employed between 1994 and 2000 and the last group (20%) of participants was employed between 2001 and 2005. The table and the diagram that follow illustrate this.

Table 4.4: Year of appointment of municipal workers

Year of appointment	Percentage
Before 1994	20%
Between 1994-2000	60%
Between 2001-2005	20%

Diagram 4.6: Year of appointment of municipal workers



It can be deduced from above that the municipal workers have the necessary work experience to participate effectively and contribute meaningfully to the study.

4.2.6 Summary of findings on biographical data

The researcher noted a rare occurrence with regard to gender distribution in the sample under study. This was that 80% of the participants in this study were male. This may probably be caused by the fact that the municipalities under study are still redressing the gender imbalances of the past in employment.

The biographical data of the participants seem to have characteristics that are relevant to provide a meaningful contribution to the study because it demonstrates a fair distribution of gender, age, educational qualifications and years of employment.

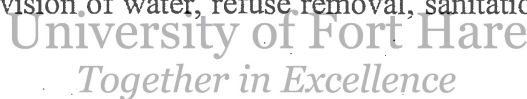
4.3 The extent of involvement of trade unions in ensuring that municipalities comply with the Constitutional mandate of providing basic services to the community

Trade unions exist because there are workers and workers exist because there is work to be done. The municipalities must pay workers for the work they have performed. Trade unions have a responsibility of protecting their members from unfair labour practices. It is important for trade unions to ensure that their members remain employed. It is critical that trade unions keep members abreast about developments. The researcher started by assessing the extent of involvement of trade unions in ensuring that municipalities comply with the Constitutional mandate of providing basic services to the communities. The extent of involvement cannot be measured quantitatively, thus in seeking to answer the research question the researcher tried to establish from the respondents whether municipalities comply with the Constitutional mandate of providing basic services to the community.

The number of respondents to this question was only ten, although the researcher had taken a total sample of twenty. The implication in this regard is that 50% was the response rate. Generally, a majority of them believe that the municipalities are able to discharge their Constitutional mandate as required. This is proven by the fact that 70% of respondents replied in the affirmative. These respondents seemed to believe that municipalities are providing free 6 kilolitres of water to all citizens and building roads and providing sanitation are some of the indicators of municipalities' capacity to fulfil this mandate. One of the respondents confirmed that, "Sanitation provision is going ahead as per plan. In fact, we are onto the last leg in Barkly East in bucket eradication." There seems to be no role that is played by the trade unions in ensuring that the quality of the infrastructure is good.

Respondents also reiterated that public confirmation received in the last eighteen months was clear proof of this mandate being fulfilled. There was also support from the municipality for partnerships for stimulating economic growth through agriculture, tourism, and small business development. The respondent did not elaborate on this point. It seems trade unions are passive and their members gather information about these activities individually.

To some of these respondents, RDP houses, tenders, learner-ships to youth are ways of creating job opportunities. Material and food are also said to be given, as donation by the municipality to the poor. Sponsorships to entertainment and art for developing groups are also regarded as part of the municipalities' ability to discharge their Constitution mandate. The participant did not elaborate further on this point though. The researcher deduced that trade unions are not doing enough to educate their members on what the Constitutional mandate of municipalities are. It can be concluded that some trade union members do not know that the core business of municipalities is the provision of water, refuse removal, sanitation and heat and light energy.



Maintenance, support grants, handed out by the Department of Social Development are also regarded by some respondents as the work of the municipality. The researcher does not fully agree with this proposition. The researcher views this ignorance with seriousness considering that trade union members pay levies to their trade unions but these members do not know the reason for the existence of municipalities.

A number of respondents strongly recommended that the municipalities needed to change their outlook towards service delivery to the population and an example cited in this regard was that they need not focus on housing only but should also check other aspects such as waste management as well. A shop steward made this input during an interview. It is unfortunate to note that leaders of trade unions seem not to be able to be proactive and play an active role in issues of governance in municipalities. Disappointingly, this seems to suggest that trade unions in municipalities are weak or dysfunctional.

Some of the union members seemed to see clinics and schools as being provided by municipalities. The researcher suggested that the trade union members probably needed to cross - check this assertion. This was a curiosity provoking assertion, that some of those who worked for the municipalities seemed not to know the roles and responsibilities of municipalities.

The above responses suggested that respondents seemed to view the municipalities as discharging their Constitutional mandate even though some respondents seem not to have a clear understanding of the Constitutional mandate of municipalities. However, there was negative publicity about the municipalities of Ukhahlamba where one hundred and twenty babies died between December 2007 and February 2008 (Daily Dispatch: 09 April 2008). The cause of those deaths was believed to be the poor quality of water. The outcomes of an independent research found that the causes of baby deaths were not linked to the quality of water that was provided by the municipalities.

It is a cause for concern that the District municipality did not publish the outcomes of the independent research. Trade unions in these municipalities are silent even though negative publicity has negative consequences for any institution. Trade unions could make their pronouncement about the matter considering that it is their members who are working in the water purification plants and also in their capacity as active stakeholders who take pride in providing quality service. Water is a basic service that is provided by municipalities, failure to vindicate the municipalities may have negative consequences considering among other things the fact that the district has the hot springs, the skiing resort and the Bushmen paintings as tourism competitive advantages.

The other group, to the dismay of the researcher, which constituted 20% of the respondents, felt that the municipalities were not delivering as expected. The general argument raised by these respondents was that although these municipalities received a lot of funding from the National Government compared to municipalities during the Apartheid era the quality of services is much lower than that of the apartheid era. One respondent said, "These councillors are busy moving around and blaming workers for

failures of the municipality instead of delivering services, I hate these imbizos or whatever you call them”.

The other respondent asked a rhetorical question “How can municipalities discharge their responsibilities when we have councillors who can’t read or write? Councillors have a responsibility to make strategic decisions. How can they make such decisions if they do not understand the municipal legislation, if they are appointed by their parties because they talk too much?” The rest of the respondents believe that relatively, municipalities are progressing towards meeting the Constitutional mandate. These responses seem to suggest that trade unions are not hands on in terms of public participation. It can be deduced that trade unions do not have systems for making their members to account.

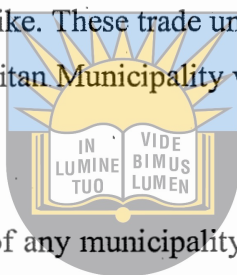
The above findings seem to suggest that the majority of trade union members viewed municipalities to be discharging on their Constitutional mandate. Examples to substantiate that were given. However, the researcher was convinced that there is a need to do a comparative study on the quality of services rendered by different municipalities to their communities. It is imperative to investigate whether there is a relationship between an ability to read and write, and an ability to make strategic decisions in Public Administration. Trade unions seemed to be dysfunctional in these municipalities.

The study also revealed that, there are some trade union members who seemed to be comparing the apartheid era with the current era on issues of service delivery even though the two eras were incomparable.

4.4 The impact of the workers’ right to strike on the consumers’ right to basic services

The study sought to establish the perception of trade union members on the impact of a strike to consumers of municipal services. The researcher reiterates here that provision of basic services is a fundamental right of citizens as enshrined in the Constitution.

Most trade union members (65%) tended to believe that the workers' right to strike action does not negatively affect the consumers' rights to basic services. According to them, the service level agreements of certain categories of workers did not allow them to strike. Examples of providers of "essential" basic services such as water and electricity, fire fighters, and sanitation did not go on strike action. If the assertion that these essential services were never compromised, when there was strike action, then the researcher is of a somewhat different opinion. Not so long ago, the researcher observed some unsightly glaring rubble of rubbish during one recent strike by municipal workers in Maletswai Municipality. SAMWU organised the strike action and SAMWU members went on strike. These trade unions were sympathising with an expelled Nelson Mandela Metropolitan Municipality worker who was dismissed. The researcher views this as naïve.



Workers are the bone and sinews of any municipality because the purification of the environment resides with the municipality. Trade unions seem to be lacking commitment to good governance.

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4.5 The strategy that the municipalities should use to promote commitment to the provision of quality services

The response rate to the question on which strategy a municipality should use to promote the provision of quality services was 30% of the submitted questionnaires. Some respondents tended to view consultation as the strategy that should be used by the municipality to promote its commitment to service delivery. The respondents did not elaborate on who should consult who. Batho Pele Principles seem to be the dominant factor that respondents suggested as the strategy to be used by municipalities in an endeavour to promote commitment to service delivery. This, in the opinion of the researcher suggests that the majority of the respondents were reluctant to think and come up with mechanisms that would make municipalities attractive to the communities, which they believe, should be consulted and be treated in terms of the Batho Pele Principles. Based on the responses received it can be

deduced that the trade unions do not have a strategy for commitment to quality service.

4.6 Union members' opinion on disciplinary actions taken by trade unions against members, who are convicted/ disciplined for theft, fraud and corruption.

The general response on whether trade unions do discipline their members in municipalities was that they did not take any disciplinary action against their members who had been found guilty and convicted of theft, fraud and corruption. Some respondents (60%) regarded the issue of discipline as a management function, other respondents (20%) indicated that a reprimand was enough to caution trade union members against misconduct and (20%) indicated that trade unions must defend their members at all costs because members pay their dues. Those perpetrators who have engaged in misconduct but were not brought to book by the management get away with crime. The respondents did not elaborate further on this issue. It seemed that although trade unions have Constitutions that cater for disciplinary processes they did not abide by their Constitutions.

This further suggested that there seems to be a lack of commitment on the part of leaders and members of trade unions to high ethical standards. The researcher further observed that some trade union members do not know whether or not there are disciplinary steps that are taken against trade union members who commit misconduct. This seems to suggest to the researcher that the trade unions are not vibrant and do not conduct induction of new members.

4.7 Incidents that warrant trade unions to take disciplinary action against their members

The response trends indicate that trade union members do agree that there should be disciplinary action taken against members who do not conduct themselves in an acceptable manner. The respondents highlighted the following as constituting misconduct:

- Absenteeism,
- theft,
- fighting,
- corruption, and
- drinking at work.

The issues that were raised as warranting disciplinary action are issues of Public Administration. Trade unions seemed not to be taking an active role in ensuring that their members are participating in promoting good governance. The researcher noted that trade unions do not hold general membership meetings where some of the issues of importance can be discussed, clarified and resolved.

4.8 Importance of knowledge of Local government legislation, policies and byelaws and commitment to service delivery and good governance by members of trade unions

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Trade unions and their members can defend good governance only when they know what constitutes good governance in municipalities. The researcher sought to investigate from trade union members the importance of knowing systems, legislation and policies that are meant to entrench accountability of municipalities. This question sought to determine how trade union members viewed the importance of knowing municipal legislation, policies and byelaws. It also sought to assess the importance of attending public consultation meetings, which guide the decision makers in council, protection of council property and prompt response to customer needs.

A scale of 0-5 where 0 represented the least rate and 5 the highest was used. The number of respondents per area is indicated in the respective rate block.

Table 4.5: The importance of knowledge of municipal legislation, policies, byelaws and ensuring prompt response to customer needs, attending public consultation meetings and protection of council property by trade union members

RATE OF IMPORTANCE TO YOU	5 Very important	4 Quite important	3 Neither Important Nor unimportant	2 Not important	1 Not at all important	0 Do not Know for sure
Knowledge of local government Law	11	3	0	0	0	0
Knowledge of the municipal byelaws and policies.	13	1	0	0	0	0
Your contribution in ensuring prompt response to customer needs.	14	0	0	0	0	0
Attendance of public consultation meetings	13	1	0	0	0	0
Protection of council property	12	2	0	0	0	0

The above table portrays an interesting reflection of the views of trade union members about the importance of the mentioned attributes. The findings of the researcher did not go in tandem with what is reflected in the table. The researcher in an endeavour to defend the reliability of the research attended 6 public consultation meetings with the aim of observing. Those meetings were held from 15h00 to accommodate employed members of the community. In all those meetings, the municipal workers that attended were those that were on duty (overtime) because they had some duty to perform at those public consultation meetings.

None of the workers who were on duty during the public consultation meetings were targeted for the study. One of the respondents who responded that the protection of council property was very important was suspended from work for allegedly using council money instead of taking it to the bank. This was a glaring contradiction to the responses of the participants. This may be due to the fact that the respondents deliberately misled the researcher or that the respondents assume that it is important only for those workers who were on duty to attend public consultation meetings.

It can be deduced from the above that trade unions are not doing enough to instil a culture of good governance, accountability and ethics among their members.

4.9 The relationship between the goals of the municipality and those of the trade unions

This study intended to establish the point of convergence and or of divergence between the goals of the municipality and those of the trade unions. Some respondents (35%) tended to view the goal of the trade unions as that of a peaceful work force where the employer does not abuse workers, and the relationship between trade unions and the municipality to start to shift from confrontational to co-operative. Other participants (40%) chose not to respond to this question. The last group of respondents (25%) held the view that the relationship was professional, employees worked for salaries and the municipalities employed people in order to be able to render services. The table and the diagram that follow indicate the above findings.

Table 4.6: Relationship between the goals of the municipality and those of the trade unions.

Relationship between trade unions and municipality	Percentage
Peaceful	35%
Professional	25%
No response	40%

Diagram 4.7: Relationship between the goals of the municipality and those of the trade unions

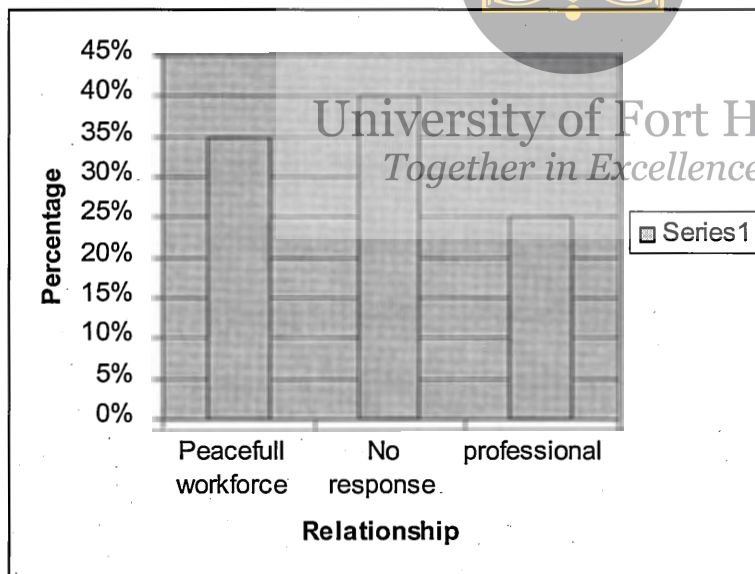
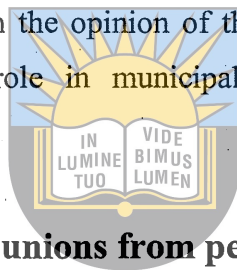


Table 4.6 and diagram 4.7 illustrate that 35% of the respondents view the relationship between the goals of the municipality and the goals of the trade unions to be that of a peaceful workforce, 25% of the respondents viewed the relationship as professional and that 40% did not respond to this question. The total percentage of respondents who viewed the relationship between the goals of the municipality and the goals of the trade unions as peaceful workforce (35%) and as a professional relationship (25%) constitute 60% of the respondents. It can be deduced from above that trade union members viewed the relationship to be that of a professional and peaceful workforce.

4.10 The role of trade unions in the municipality

The study sought to examine how trade unions contribute constructively towards the sustenance of the municipalities in which they operate. Respondents to this question were shop stewards of the two trade unions that were in the municipalities. The findings were that some of the respondents tended to view the role of trade unions in municipalities as that of adopting changes in order to preserve and protect the rights of union members. Other respondents vehemently suggested that a trade union's role was to look after the interests of the members and protect members from abuse by employers.

It seemed to the researcher that in the opinion of the respondents the trade unions have no obligation to play a role in municipalities except to guard against infringement of members' rights.



4.11 Factors that limit trade unions from performing their roles

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The trade unions members were asked to state factors that made it difficult for their trade unions to perform the roles that were stated in the preceding paragraph. Respondents viewed the absence of functional labour forums as one of the factors that limit trade unions from playing their role in municipalities. This was the overall view of trade union members. According to them labour forums are a platform where the management and the trade union representatives meet and discuss strategic issues.

4.12 The factors that can enable trade unions to play a role in municipalities

The study sought to establish factors that would enable trade unions to play a role in municipalities. Very few respondents (7.14%) tended to believe that trade unions should be allowed to participate in policymaking processes. This group also suggested that municipal management should inform a trade union when a member failed to adhere to the code of Good Practice so that the trade union can assist the municipality and the employees. Some workers (65%) seemed to believe that regular labour forum meetings would enable trade unions to play a role. Another group (24.86%) seemed to

identify good salaries as what can enable workers to play a significant role in municipalities. Interestingly, the last group referred to salaries of municipal managers as the reason why municipal managers work long hours and monitor the misuse of municipal property by municipal workers.

The researcher is of the view that involving trade unions during policymaking processes does not only give trade unions a chance to understand the policy and its imperatives it gives trade unions a sense of ownership of the policy. The policy becomes “our policy”. This usually makes it easy for those who participated in making policy to not only implement it but defend it as well.

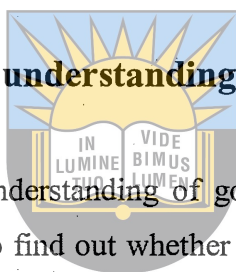
4. 13 Trade union members’ understanding of good governance

The study set out to verify the understanding of good governance by trade union members. It simultaneously tried to find out whether there is any endeavour by trade unions to empower members on issues of good corporate governance.

The findings were that 50% of respondents viewed good governance as the adherence to Collective Agreements that were between the South African Local Government Association (SALGA), SAMWU and IMATU.

The other 50% of the respondents viewed the application of the principles of Batho Pele as good governance.

It can be deduced from the responses that the sampled trade union members were not fully aware of issues of governance and administration.



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4.14 The challenges brought about by the amalgamation of municipalities

Interestingly 60% of the respondents highlighted that the trade unions at municipal levels did not participate during the process of amalgamating of municipalities. Workers were only concerned with their jobs. A further 20% of the respondents voiced that after the amalgamation of the municipalities' salary disparities that existed before the amalgamation continued and when these were rectified in 2006 there were no back-pays that were effected. Some respondents (15%) highlighted that, there were months in which the municipalities could not pay the salaries of employees.

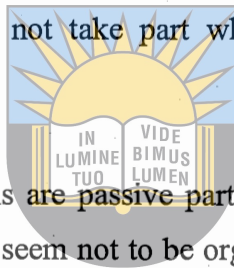
On further probing, it became evident that municipalities had satellite offices, which were not fully populated, an employee had to perform multi-tasks, some of which were not part of that employee's job description. Interestingly trade unions seemed to have been silent on this issue. These satellite offices were meant for providing services like refuse removal, electricity sales and sanitation system maintenance. The remainder of the respondents (5%) cited that the multitudes of legislation that came with the amalgamation were a serious challenge.

4.15 Communication between the management and the workers

The study sought to examine the means and channels of communication between the management and the workers. The researcher reiterates here that communication in the workplace is one of the pillars of successful teamwork. In a workplace continuous interaction with people, customers and different other media are key in determining synergy and cohesion of all activities.

4.15.1 Communication by management with service point workers

Workers at service points were asked how management communicated council decisions, policies and other related information. The findings reported that the top management did not interact in any way with the workers at service points. Workers only received council resolutions and policies from their supervisors that were relevant to the work they were doing at that point in time. The supervisor verbally communicated information that was relevant to that particular worker. The researcher is of the view that verbal communication of council resolutions and policies could lead to distortion particularly when a supervisor who was not present when the resolution was taken or who did not take part when the policy was formulated communicates such resolution.



It can be deduced that trade unions are passive participants in these municipalities. They seem not to be proactive and seem not to be organised. The researcher is of the view that trade unions are complacent and seem not to have a vision for sustaining these municipalities and subsequently the workers.

4.15.2 Communication by trade unions with management

Regarding how and when trade unions communicate with the management the response was that at municipal level formal communication occurs when a trade union disputes an action or a resolution of the municipal council, when the management informs the trade unions about a bargaining council resolution, and at labour forums.

There is no indication, which suggests that trade unions are not content with the extent of communication between them and the management. When considering that even the labour forums are not held consistently, trade unions seem to be complacent in this regard. It can be deduced that communication between trade unions and the management is very limited.

4.16 Conclusion

The above chapter gave a presentation and an analysis of data that were collected mainly using questionnaires and focus group interviews. The data collection was conducted from trade union members of SAMWU and of IMATU and shop stewards of the five municipalities of Ukhahlamba district of the Eastern Cape.

Data were collected to evaluate the role of trade unions in promoting good governance in municipalities and to identify the level of commitment of workers to good governance.

Data collected in both quantitatively and qualitatively were analysed in this chapter. The use of charts, diagrams were important to clarify and emphasise concepts. The responses received in this study led to the realisation of the objectives of the study, these are:

- The aim of the research is to investigate, identify, analyse, evaluate, and make recommendations on the role of trade unions in promoting good governance, and service delivery, and
- Determine how trade unions can contribute towards efficient, effective service delivery.

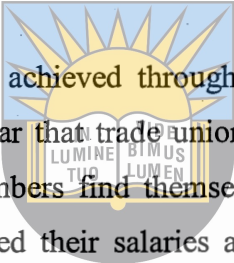
The analysis of the data led to the development of an area for further probing of trade unions for issues of good governance and service delivery and the realisation of the significance of the study.

The next chapter concludes this study and provides recommendations.

CHAPTER 5: Conclusion and recommendations

5.1 Introduction

Trade unions are an important stakeholder in the work place. These trade unions can play a pivotal role in ensuring that good governance and service delivery takes place in these workplaces. This study dealt with the role of trade unions in promoting good governance and service delivery in five municipalities of Ukhahlamba District in the Eastern Cape. It tried to establish the perceptions, attitudes, and understanding of trade union members on the role of trade unions in promoting good governance.



The gains that trade unions have achieved through their strike actions cannot be underestimated. However, it is clear that trade unions focus only on reacting to an unpleasant situation in which members find themselves. The focus is normally on whether the members have received their salaries at the end of the month not on whether the members have delivered effectively on what they get the salaries for. Ensuring that members offer the best service has two benefits namely customers will be satisfied and subsequently pay for services received and that the municipality will gain respect from the community.

The study addressed the research questions which were raised in chapter one. The researcher attempted to answer these questions in chapter four. *What role do trade unions play in promoting good governance in local government? How do they discipline their members? Why is it that it is sometimes the very trade union members who thwart service delivery? Do trade unions have different goals to those of the institutions that employ their members? What or, where is the impasse and how can it be overcome?*

5.2 Summary of findings

The study on the role of trade unions in promoting good governance and service delivery in selected municipalities within Ukhahlamba District in the Eastern Cape

brought to the fore a number of interesting aspects on the role of unions in promoting good governance in municipalities. These included the following:

- The majority of workers (69%) in these municipalities belonged to SAMWU. This suggests that SAMWU is the trade union that can influence the workplace politics in a particular direction.
- Trade union members still consider strike action as appropriate in spite of the impact it has on consumers' right to service delivery.
- Trade unions in these municipalities do not have a service delivery strategy in place.
- Trade unions do not have a disciplinary mechanism for their members. Even when a member has been given a warning, trade unions do not involve themselves in instituting disciplinary action. There is a lack of commitment to ethical standards among trade union leaders.
- Trade union members know the goals of their trade unions but do not know the goal of municipalities they work for. Much as they know the goals of their unions there is lack of leadership to facilitate the implementation of those goals.
- Trade unions have no obligation to play a role in municipalities' activities except to guard against the perceived infringement of members' rights.
- Local labour forums do not hold meetings regularly as planned in these municipalities. According to the respondents, dysfunctional labour forums limit trade unions from playing their role in municipalities.
- Trade unions were complacent and waited for the management to take initiative in all service delivery related matters. This is demonstrated firstly, by the fact that workplace labour forums where trade unions and the management meet and engage on institutional issues are dysfunctional and trade unions do nothing about that. Secondly, the fact that trade unions do not participate in policymaking processes shows how weak these trade unions have become. Participating in policymaking processes would give trade unions an opportunity to make inputs and influence the policies and thus not only implement but also defend those policies. Thirdly, trade unions do not attend council meetings, where critical decisions are taken,

annual reports and Auditor General's reports are presented. These findings suggest that trade unions play a passive role in promoting good governance and service delivery in these municipalities.

- There are no clear lines of communication between the trade unions and the councils or the management. Trade unions do not have a platform where they are able to make suggestions for improved service delivery and they seem not to be interested in such.
- Training and education has not been adequately done in municipalities particularly among the workers who are not in management positions. This was established when some workers could not accurately state the Constitutional mandate of municipalities. Training committees have been established in all these municipalities but are dysfunctional. Trade unions seemed not to be bothered by this lack of training.
- Fraud and corruption were still rife in municipalities as it was established during the research that in one municipality three employees that were employed in succession as Natis clerks were dismissed within two years for stealing money. Trade unions seemed not to have a programme to mitigate acts of crime and fraud amongst their members, instead they hire attorneys for their members even when the member is caught red handed committing a criminal or a fraudulent activity.
- Workers appreciated working for municipalities, but were crying aloud for recognition and wanted to be recognised by management. Some workers were said to be working under un-acceptable conditions (examples of workers in the public works section and the water works section were given during the interviews) where some sleep in old caravans even in winter and others are exposed to climatic elements without proper shelter during the day and at night all the year round. Trade unions were doing nothing about these conditions. Workers who went beyond the call of duty and those who were outstanding in performance were not acknowledged.
- Some workers from the white communities were still stuck in the past, the response by the land administration clerk suggests that he does not accept the concept of public participation "...rather than wasting time with this rubbish of the imbizos..." This suggests that there are some among

municipal workers who may thwart policies and council resolutions because they are bringing a new organisational culture, which is different from that of the previous government. The issue of racism came out as a concern as expressed by one respondent “...this municipality still entrenches racism, as demonstrated by the domination of the finance department by lily white whites and coloureds who have not respect for a person from the township.” during the focus group interviews. This was a brainteaser and needed to be verified and corrected as it may lead to instability if left unattended. Trade unions have not taken any initiative to bring this to the attention of the management.

- Some workers who were in favour of the previous government do not appreciate defending the current government. This was established during an interview with one of the workers who said “...we so loved the government, we wanted it to remain in power that is why we were so competent. In our meetings as workers we never discussed salary increases, we discussed ways and means of improving service delivery.”
- Trade unions were not playing an active role in promoting good governance in municipalities. Trade unions in municipalities are very weak, some leaders of trade unions have taken positions of responsibility only to serve their personal interests. This was demonstrated during interviews when one shop steward was dissatisfied that some workers were redeployed to better posts and he was left out even though they were employed at the same time and the management did cooperate with him when he asked the management to either take those employees to their original posts or redeploy him as well.

5.3 Conclusion

The study sought to establish the role that trade unions play in promoting good governance and service delivery in selected municipalities within Ukhahlamba District in the Eastern Cape. The theory base of this study is accountability. The study has established that trade unions have not created systems of accountability for their

members, this renders it impossible for trade unions to make their members account for any of their improper actions or conduct. Trade unions are complacent and accept whatever comes from municipal council. It was evident during data collection that trade unions have become extremely weak. The data has proven that trade unions do not contribute constructively to good governance and service delivery in municipalities. However, the study proved that there is willingness among trade union members to subscribe to the principles of good governance and service delivery.

This study will contribute to assist both the trade unions and the municipal councils to come up with strategies to address the issues of concern that were raised by the respondents.

5.4 Recommendations



The study evaluated the role of trade unions in promoting good governance in selected municipalities of Ukhahlamba District in the Eastern Cape. It tried to ascertain the understanding, perception and views of members of trade unions about good governance and service delivery.

Trade unions should be aware that there are many components that are tools for good governance in municipalities. In order for trade unions to play an active role in ensuring that good governance prevails, they should:

- Attend council meetings because it is where important decisions, which may have direct impact on the trade union members, are taken.
- Attend integrated Development Plan forums because this is where the five-year municipal strategic plan (IDP) is formulated. Trade union members will ultimately implement this plan. This plan is a tool that informs the functioning of a municipality. It is from this plan that the performance of a municipality is measured.
- Participate in budget processes: The processes are important for trade unions as the members are directly affected by the municipal budget. Knowledge of the budget and having been part of the processes could

ensure that trade unions own and defend the budget by ensuring that members take good care of available resources.

- Develop a comprehensive service delivery approach, which is understood and owned by the members in general.
- Develop a monitoring and evaluation tool in consultation with the employer, with the aim of committing members to service delivery. Trade unions should be held accountable for the performance of their members. They have a responsibility to defend the hard-earned democracy, and ensure that their members uphold high ethical standards.
- Develop and manage a clear training and capacity-building programme for members to clearly establish a link between service delivery and the trade union existence. Trade unions should also lead in resuscitating the training committees in municipalities. This will contribute in ensuring that members are empowered to deliver the services they are employed for.
- Be fully engaged by management in policymaking processes.
- Be held accountable for failure of their members to deliver the expected standards of services. In this case, legislation has to be in place to regulate such.
- Commit themselves to good governance not only in promise but also in practice.
- Encourage young trade union members and academics to hold leadership positions.
- Champion the formulation of an anti corruption strategy that is communicated and advocated among all and continuously promote good governance and effectively fight corruption.
- Advocate their defence of the rights of citizens to quality basic services by ensuring that their members participate in public activities that are organised by the council/municipality and also by influencing the management and council to acknowledge excellence and rebuke non performance.
- Champion the introduction of the Performance and Development Management System for all employees at national level by the municipal representative (SALGA) and the trade unions.

- Initiate development of a uniform communication strategy between the management and the trade unions.
- Have standing service delivery agenda items in labour forums

5.5 Suggestions for further study

The role of trade unions has not been a significant area of study in both the public and private sector in South Africa. There is a need therefore to further investigate the role of trade unions in promoting good governance and service delivery in both private and public sectors of South Africa. However, this study highlighted a number of potential research projects. The potential research projects that were identified include whether racism in municipalities has been fully abolished, the impact of language and language barrier in advancing corporate governance in municipalities as well as factors that influence council not to engage trade unions on issues of governance.



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5.7 Appendix

QUESTIONNAIRE A [Questions to union members]

Section A

1. Write your sincere answer to each of the following questions in the spaces provided. You are allowed to use a separate paper if the space does not accommodate all you want to write.

(a) In your opinion is the municipality discharging on its Constitutional mandate of providing basic services to the community? Motivate your answer.



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(b) Workers have a right to strike. In your opinion how does this right impact on the right to basic essential services of the consumer?

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(c) What message should the municipality use to promote its commitment to the provision of quality services?

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(d) What disciplinary actions if any are taken by the trade union against its members who are convicted for theft, fraud and corruption?

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2. The importance of knowledge of municipal legislation, policies, byelaws and ensuring prompt response to customer needs, attending public consultation meetings and protection of council property by trade union members.

Please rate, on a scale of 1 to 5, where 5 is very important and 1 is not at all important, the importance of the following in relation to good governance and service delivery. [How important is it to you?]

RATE OF OVERALL IMPORTANCE TO YOU	5 Very important	4 Quite important	3 Neither Important Nor unimportant	2 Not important	1 Not at all important	0 Do not Know for sure
Knowledge of local government Law						

Knowledge of the municipal byelaws and policies.						
Your contribution in ensuring prompt response to customer needs.						
Attendance of public consultation meetings						
Protection of council property						



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Section B

Personal Particulars:

Make a cross in the relevant box.

(a) Your sex: Male [], Female []

(b) Your age group:

Under 35	35 to 39	40 to 49	50 to 60	60 to 64

(c) Your trade union: SAMWU [], IMATU []

(d) Your race: Black [], White [], Coloured [], Other [] specify...

(e) Your level of education:

0 to Primary	STD 6	Secondary	Tertiary

(f) In which year did you start working for the municipality?

2. Employment Details

Answer the question in the space that is provided.

(a) What is your present job?

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QUESTIONNAIRE B [Questions to the shop stewards]

Section A

Write your answers in spaces that are provided.

(a) In your own words briefly explain the vision, mission, value and objectives of the municipality. [If you do not know indicate as such]

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(b) What is the relationship between the goals of the municipality and those of your union?

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(c) What is the role of your trade union in the municipality?

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(d) Which factors limit your trade union from performing these roles?

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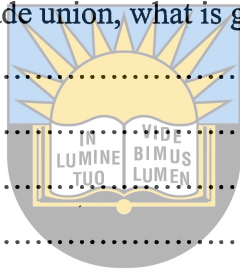
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(d) Which factors enable your trade union to play these roles?

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(e) In accordance with your trade union, what is good governance?



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(f) What is the position of the union on misconduct by its members?

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Section B

Personal Particulars:

Make a cross in the relevant box.

(a) Your sex: Male [], Female []

(b) Your age group:

Under 35	36 to 39	40 to 49	50 to 59	60 to 64

(c) Your trade union: SAMWU [], IMATU []

(d) Your race: Black [], White [], Coloured [], other [] specify...

(e) Your level of education:

0 to Primary	STD 6	Secondary	Tertiary

(f) In which year did you start working for the municipality?

2. Employment Details



Answer the question in the space that is provided.

(b) What is your present job?

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