# THE IMPACT OF LEADERSHIP ON SOCIO-ECONOMIC DEVELOPMENT OF MUNICIPALITIES: A COMPARISON OF WARD 10 VILLAGES AND SESHEGO TOWNSHIP WITHIN POLOKWANE LOCAL MUNICIPALITY

by

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# DECLARATION

I,Namane Dickson Masemola,declare that the thesis titled"The Impact of Leadership on Socio-Economic Development of Municipalities: A Comparison of Ward 10 Villages and Seshego Township within Polokwane Local Municipality", which I hereby submit for the degree *Doctor of Administration*at the University of Limpopo, is my own work and has not previously been submitted by me for a degree at this or any other tertiary institution.

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Namane Dickson Masemola

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The Municipal Councillors and Officials for their cooperation during my research.

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# DEDICATION

This work is dedicated to

## My late parents Mashomanye and Matawane Masemola

For bringing me up under difficult circumstances .To my mother for enduring the pain after my father's death and you brought me up without failure.

## To my wife Pebetse and children:Mosa, Moahludi, Khumo and Mohlomphegi

For your continued support and love when I was busy with my research studies**.**

## To my only sister Matshelane and children

For your unwavering support and the love you have shown.

# ABSTRACT

This study focused on service delivery in Polokwane Municipality, with a special reference to the role of political and administrative leadership in providing services to the communities of Seshego Township and Ward 10 villages. The data for this study was collected using qualitative methodology. The findings indicated that service provision and infrastructure in Seshego Township and Ward 10 villages have been inadequate over the past twenty-five years of the new democratic government. The challenges impacting negatively on the communities are services not guaranteed and poor quality of water, roads, corruption, lack of development and high rate of unemployment.

The study noted the importance of the role of politicians and citizens in providing services to communities within the local sphere of governance. That is, such administrators should be given the space to execute their work with minimal interference from politicians, a process aptly dubbed "de-politicisation of the public service." There was also a discussion about the immense role citizens play in service delivery within their communities, notably the substantial knowledge they have (indigenous knowledge), which should assist and enhance the evaluation of programmes and services in the communities.

It was established that there is a need to strengthen political and administrative leadership accountability to communities and individual recipients. Criteria for evaluating leadership capacity and the consequences (intended and unintended) of new frameworks on leadership must be developed. Municipal leadership is vital, and the executive mayor, council, municipal manager, and senior officials must assume ownership and accountability for achieving a clean audit and lead by example. Municipal political and administrative leadership, as well as the political structures that surround them, must be acutely aware of the disastrous implications of inappropriate behaviour and political interference on socio-economic development and municipal service delivery. The findings of the study confirmed the need for improved sustainable service delivery and socio-economic development. Rural development remains an

important programme that must be pursued to successfully reduce poverty and conditions that denigrate people's well-being in rural areas. To ensure adequate and high-quality service delivery, appropriate public policies and a legislative framework must be implemented. It is evident that infrastructure development and job creation play a significant role in rural communities.

Analysis of data from the survey instrument indicated that views expressed by community members differed substantively from the views sourced from interviews with municipal officials. The literature reviewed is aligned with the findings of the empirical study and the views expressed by the participants of the study were appropriate and credible. It is, therefore, evident that the municipality must improve its service delivery and socio-economic development strategies. Clientelism was thoroughly examined in the study since it has a detrimental impact on the process of municipal service delivery. The main areas investigated in this study are political leadership and socio-economic development. The study culminated with an exposition of the presentation of findings from the municipality and its members, as well as the findings from the document analysis, which confirmed the role of politicians and municipal officials within the Polokwane Local Municipal Council. Lastly, the study briefly outlined summary, conclusion, and recommendations.

**Key words:** Leadership, Clientelism, Service delivery, Municipality, Poverty, and Employment opportunities

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# LIST OF ABBREVIATIONS

ANC    African National Congress

ANCWL   African National Congress Women's League

ZANU-PF   Zimbabwean African National Union – Patriotic Front

SANCO   South African National Civics Organisation

BEE    Black Economic Empowerment

CODESA   Congress of Democratic South Africa

CONTRALESA  Congress of Traditional Leaders of South Africa

IDP    Integrated Development Plan

SALGA   South African Local Government Association

OECD    Organisation for Economic Cooperation and Development

PSC    Public Service Commission

PLM    Polokwane Local Municipality

CRDP    Comprehensive Rural Development Programme

MFMA    Municipal Finance Management Act

MSA    Municipal Systems Act

COGHSTA   Cooperative Governance Human Settlement and Traditional Affairs

LEDET   Limpopo Economic Development, Environment and Tourism

MTEF    Medium Term Expenditure Framework

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| MTSF | Medium Term Strategic Framework |
| SCOPA | Standing Committee on Public Accounts |
| IPT | Integrated Public Transport |
| AGSA | Auditor General of South Africa |
| LGSETA | Local Government Sector Education Training Authority |
| WB | World Bank |
| UN | United Nations |
| IDASA | Institute for Democratic Alternative in South Africa |
| HSRC | Human Science Research Council |
| UNDP | United Nation Development Programme |
| GDP | Gross Domestic Product |
| DA | Democratic Alliance |
| EFF | Economic Freedom Fighters |
| SAA | South African Airways |
| SASSA | South African Social Security Agency |
| CRDP | Comprehensive Rural Development Programme |
| STATS SA | Statistics South Africa |
| CEO | Chief Executive Officer |

**CHAPTER ONE**

**INTRODUCTION AND BACKGROUND**

**1.1 INTRODUCTION**

This study examined service delivery within the Polokwane Local Municipality, particularly on Seshego and Ward 10 villages. The study was largely prompted by a growing body of literature indicating that many municipalities in South Africa suffer chronic service delivery challenges, which in some cases have culminated in large protests and the destruction of public property. It should also be noted that the advent of democracy in South Africa has been and continues to be characterised by a growing body of literature focusing on issues of service delivery within the local sphere of government, with an increasing number of authors commending admirable successes while others pointing out serious failures (Slabbert, 2004; Roux, 2005; Xundu, 2006; Mafela, 2006; Phago, 2009; Govender and Reddy, 2011; Nkuna, 2011; Poto, 2011: Madumo, 2012; Manyaka and Madzivhandila, 2013). The enactment of the local government legislative framework based on Constitution of the Republic of South Africa Act 108 of 1996 , White Paper on Local Government : GenN 423 in GG 18739 of 13 March 1998 ,  Local Government : Municipal Structures Act 117 of 1998 , Local Government : Municipal Demarcation Act 27 of 1998 ,Local Government : Municipal Act 32 of 2000 ,Local Government : Municipal Finance Management Act 56 of 2003 , Intergovernmental Relations Framework Act & Related Material 13 of 2005  resulted in comprehensive coverage of both municipal successes and failures in terms of service delivery challenges , leadership and management . Different authors and researchers have different perspectives and opinions on the key success factors and service delivery failures.

In terms of local government failures, Manyaka and Madzivhandila (2013:181) state that municipalities in South Africa lack appropriate managerial, administrative, financial, and institutional capacity to meet the needs of local people.  Some municipalities find it difficult to execute 'unfunded mandates from politicians' and a lack of synergies with

other departments, as well as the African National Congress Cadre policy, which is the 'practice of deployment,' complicates municipal functions because the general assumption is that it's not properly applied (Human, 2007; Tsatsiri, 2009; Koma, 2010; Madumo, 2012; Dissanayake and Norsania, 2017; Auditor General, 2014, 2015, 2016). The general picture that emerged from the majority of these studies is that municipalities struggle to meet their goals and objectives, which often results in violent protests. The Auditor-General's Annual Reports continue to paint a picture of inefficiency, which is supported by unfavourable audit outcomes in local government. According to the Auditor-General's audit findings, 70% of those audited do not have the minimal competencies and skills required to perform their jobs. Second, a lack of capacity and competency gaps contributes to poor service delivery (Auditor-General, 2014:13). The Auditor-General's office is facing challenges of lack of personnel with financial management capabilities and skills within the South African local government environment (Auditor-General, 2015). The South African Local Government Association (SALGA) confirmed that many municipalities face serious capacity-related challenges. In October 2012, SALGA engaged 75 municipalities on their persistent poor audit outcomes, which are linked to their incapacity to perform their duties. Essentially, several municipalities are prone to not adequately deliver services to their residents largely due to issues of capacity and it impacts negatively on the lives of members of the communities (Manyoni, 2013:17).

Municipalities are failing to provide adequate services to communities, and the ruling party African National Congress (ANC) is bold enough to campaign for votes in communities where there is no service delivery during local government and national elections. Is there patronage at work here, as poor service delivery does not result in the voting out of individuals at the helm of municipalities? During the recent by-elections, the ruling party won 27 of the 40 contested wards, while the smaller parties only retained 13 (IEC, 2021). Voters continue to support politicians and municipal officials who wasted financial resources in the Venda Burial Society (VBS).

Municipalities in South Africa face major service delivery challenges, which have been well documented (Human, 2007; Tsatsiri, 2008; Koelbe, 2011; Manyaka &

Madzivhandila, 2013; Mdlongwa, 2014; February, 2016). Society is characterised and defined by municipal service delivery protests. Mdlongwa (2014) stated that even after winning elections in 2014, service delivery challenges still plague the African National Congress. Notwithstanding that , voters remain loyal to the ruling party despite the lack of services to poor communities but this trend is changing as people are now raising critical questions relating to delivery of services evidenced by continuous decline of electoral support . According to Tsatsiri (2008:140), it was recommended that the Nelson Mandela Metropolitan Municipal Council should prioritise "local government needs to invest more in good corporate governance, leadership and community empowerment". Secondly, "municipalities should prioritise integrated development planning between directorates as well as between the municipality and other spheres of government to enable the development of the sustainable integrated human settlement." Recommendations such as "invest more in good governance, leadership..." are all well and good, but they have not been implemented or improved. Koma (2010) stated, "The state of local government in South Africa in regarding issues, trends and options makes for fascinating reading detailing challenges such as deficiencies in an administrative capacity and institutional performance."

According to Koma (2010:119), it is heartening to note that a plethora of policy and capacity-building measures and programmes have been gradually instituted to help municipalities fulfil their constitutional mandate. However, there is a sense of urgency for the deployment of additional resources and the intensification of present local government programmes and strategies.

Despite these recommendations, many municipalities are still experiencing the same challenges with little improvement six years later. Manyaka and Madzivhandila (2013:181) highlight the lack of improvement by stating that "a significant number of municipalities do not have required managerial, administration, financial, and institutional capacity to meet the needs of local people." In addition, it has been recommended that cadre deployment compromises optimal functionality and efficiency in many municipalities as unqualified people get appointed and or elected into strategic positions  (Madumo, 2012). The use of development indicators is also a challenge,

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according to Human (2007)'s study of three municipalities in the Free State. These studies paint a general picture of local government failing to achieve its goals and objectives, which leads to violent protests. Carrim (2009) developed an excellent report on the state of local government that thoroughly explored the difficulties that municipalities confront. Patronage, corruption, and a lack of skills are all drawbacks. Without basic service and service delivery infrastructure, there can be no reforms in municipalities and underdeveloped communities. There is also a record of high unemployment, with a large number of people depending on government social grants (StatsSA, 2012).

According to February (2016), municipal challenges are described in very negative terms, with quotes from Auditor-General reports. February (2016:2) describes the status of South African local government as dysfunctional. . Every year, the Auditor-General laments qualified audits and municipal corruption, and each year, the South African government fails to take corrective action to improve the situation. There is a need for new mechanisms to ensure the functionality of South African local government. From a global perspective, it is suggested, "not only should residents know the source and cost of municipal services, but municipalities also would greatly benefit from comparisons with service agreements signed in other jurisdictions" (Spicer and Found, 2016:8). It is evident that residents are unaware of the source and cost of municipal services, resulting in a lack of local buy-in. Local municipalities should not be considered as competitors, but rather as collaborative partners. This study investigated the impact of leadership on socio-economic development by comparing the variant socio-economic conditions in different areas of the Polokwane Local Municipality.

## 1.2 PROBLEM STATEMENT

Post 1994, the South African government provided administrative and political leadership that shaped the country's socioe-conomic development. To regulate the processes of facilitating socio-economic development in local government, several policy and legislative frameworks were implemented. With the help of different policy and legislative frameworks, the political and administrative leadership of South African

municipalities facilitate socioe-conomic development (Reddy, 2016). The state of socio-economic development, on the other hand, varies from one area to the next, and this variation often occurs within the same municipality. It has been 26 years of democracy in South Africa, yet there are still areas that continue to enjoy the provision of service delivery than the other areas in South Africa (Noble and Wright, 2012). The inequality in the provision of service is the highest in districts that have both rural and urban municipalities (Sartorius and Sartorus, 2015). The urban setting of South African municipalities tends to enjoy more provision of service delivery than the rural setting of the municipalities. Those in urban settings access somewhat quality services, while those in rural setup in the same municipality hardly a few kilometres away from the city receive less favourable services. Unlike urban settings, the people from the rural setting of the municipality get to enjoy the provision of service from the municipality often after a long period and actually continue to live in the less developed socio-economic environment.

Polokwane Local Municipality is characterised by the varied provision of services and is confronted with service delivery challenges (Beyers, 2015). The variation of services in Polokwane Local Municipality depends on the setting of an area. People residing in the rural setting such as Mmotong wa Perekisi for example as one of the villages in Ward 10 in the municipality do not get the same service delivery as the people who reside in Seshego Township and greatly differs with what happens in the City, yet the two groups of people live under the same municipal demarcation. There is only 38% of households using flush toilets, 2% of households using a septic tank, 46% of households using an ecological system in Polokwane Local Municipality (Statistics South Africa (Stats SA, 2016)). There is 59% of households who have water inside their yards, 30% household access water that is 200m from their yards and 10% access water that is more than 200m from their yards (Stats SA, 2016). Out of one hundred and seventy-eight thousand and one 178 001), one hundred and sixty-one thousand and one hundred and twenty-four (161 124) households have access to electricity (National census, 2011) and (Stats SA, 2016). The municipality has a high number of rural settlements compared to urban settlements (SP Investment, 2018). Therefore, one can argue that

the causes of varied provision of service delivery are a result of poor administrative and political leadership in the municipality and the fact that people in urban settings pay municipal services while the people in the rural setting don't pay municipal services.

The inequality in the provision of municipal service often leads to protests which are violent and leading to the destruction of property in municipalities as noted by the (Auditor General, 2014, 2015; Pretorious and Schurink, 2007; Managa, 2012; Manyoni, 2013; Mdlongwa, 2014). The protest in South African communities is often related to poor and lack of service delivery such as water, housing and roads (Beyers, 2015). The inequality in the provision of service delivery also widens the inequality drift between the urban and the rural settings. The urban areas continue to have better socio-economic development while the rural areas continue to deteriorate in poor socioeconomic development.

The inequality in the provision of municipal services is evident because municipalities encounter some challenges when facilitating socio-economic development in South Africa. Numerous annual reports by the Auditor General of South Africa and countless academic journal article publications and books published reflect the challenges that are encountered by municipalities (Roux, 2005; Human, 2007; Tsatsiri, 2009; Manyaka and Madzivhandila, 2013; Auditor General, 2015 and 2016). The challenges that municipalities face are many and varied. Concerted efforts should be directed at improving the operations and functionality of these institutions to balance the provision of service delivery in South African municipalities. Essentially, the study intends to reveal the extent to which administrative and political leadership in South African municipalities affect the provision of services. Based on this, the study raises a question: to what extent does administrative and political leadership in South African municipalities have an impact on socio-economic development in society?

## 1.3 RESEARCH AIM AND OBJECTIVES

### 1.3.1 Aim of the study

This study aimed to investigate the impact of political and administrative leadership on the socio-economic development of municipalities.

**1.3.2 Objectives**

- To investigate the nature of service delivery provision in South African municipality.

- To assess how the Polokwane Local Municipality addresses the developmental needs of its rural setting compared to the urban setting.

- To determine the nature of socio-economic developments in the Polokwane Local Municipality.

- To determine factors leading to varied service provisions in Seshego Township and Ward 10 villages in Polokwane Local Municipality.

- To evaluate the role of officials in Polokwane Local Municipality and voters (citizens) in the nearby rural setting in relation to service delivery political promises?

- To investigate the impact of the political and administrative leadership role in the delivery of services in local municipalities.

- To assess how clientelism dominates or influence the bureaucracy, allocation of resources, and distribution of power in advancing development and service delivery.

**1.4 RESEARCH QUESTIONS**

The general research question isto what extent does administrative and political leadership in South African municipalities has an impact on socio-economic development in society?

- What is the nature of service delivery provision in the South African municipalities?

- How does Polokwane Local Municipality address the developmental needs of its rural setting compared to that of its urban setting?

- What is the nature of socio-economic development in the Polokwane Local Municipality?

- What are the factors for varied service delivery provision in Seshego Township and ward 10 villages in the Polokwane Local Municipality?
- What is the role of officials in Polokwane Local Municipality and voters (citizens) in the nearby rural setting in relation to service delivery political promises?
- What is the impact of the political and administrative leadership role in the delivery of services in local municipalities?
- How does clientelism dominates or influence the bureaucracy, allocation of resources, and distribution of power in advancing development and service delivery?

## 1.5 DEFINITION OF CONCEPT'S

### 1.5.1 Local government

It is the state's third sphere of government, and it operates within the established boundaries or jurisdiction of a specific geographic region, such as a city, town, or rural area. It functions under the legal framework promulgated by the national Parliament, which has given it the authority to make By-Laws, collect revenue, and adopt the Integrated Development Plan. It is a sphere whose mandate is clearly stated in the Constitution of the Republic of South Africa, Act 108 of 1996, section (152) (1) (a), (b), (c), (d), (e), (2), and whose functions are outlined in Part A and B of Schedule 5. The preamble of the Local Government Municipal Structures Act (Act 117 of 1998) expands on this. Skof and Bradaschia (2010) define it as the government with competencies determined by law to overcome specific challenges facing the people and to address the government's distanced relations with the people. According to Mogale (2003), it is the axis of government service delivery and the key force behind reducing poverty, guiding and supporting development, as well as ensuring good financial performance and the provision of essential services within its jurisdiction.

### 1.5.2. Municipality

It is the single and urban-rural administrative division of local government comprised of elected councillors, administration, and communities, with a body of officials appointed to discharge administrative duties to ensure service delivery and plan implementation,

as well as proper spending and resource use (Roux, 2005).According to Koma (2014), it is an institution that should have an Integrated Development Plan, a New Growth Path, sectoral plans that address infrastructure provision, economic development, environmental management, and the provision of essential services to the people. These institutions are classified as A, B, and C in accordance with Section 155(1) (a), (b), and (c) of the RSA Constitution, and are assigned functions in accordance with Section 156(1) - (5). In addition, are expected to carry out the following managerial functions: demonstrate capabilities and leadership, programmes and project management, finance and change management, systems and internal controls, planning, and implementation (McElroy, 2003).

### 1.5.3. Service delivery

Section 195 (1) (d) of the RSA Constitution of 1996 provides an overarching legal framework for service delivery, stating that it should be provided impartially, fairly, equitably, and without bias. As such, service delivery is the actual delivery or provision of services to communities based on a set of objectives, policies, and standards that guide design, resource deployment, and operations, ensuring tangible deliverables to the intended beneficiaries. Mbazira (2013) describes service delivery as a process of decentralisation understood as the assignment of fiscal, political, and administrative responsibilities that are profound for the quality of services. This is accomplished through Integrated Development Plans, the Extended Public Works Programme, the Batho Pele Principles, budget, policies, and procedures. Crous (2014) explains it as recovery, which is the ability to accept mistakes, apologise, and effect corrections, ensure the expansion of resources and facilities to improve or improve access, improve people's socioeconomic conditions, and safeguard anti-social and avaricious activities that may affect increased efficiency and effectiveness.


### 1.5.4. Leadership

It is the ability to inspire people to pursue a vision for the future, motivate and encourage them towards the defined destination. Nkomo (1998) defines leadership as the necessary ingredient required to ensure implementation and realisation of plans, though passion, conviction, and purpose based on basic principles of collectively, consultation,

accountability and mandates. It is indeed a process of making things happen and propels movement forward with profound impact. Crosby and Bryson (2005) explain leadership as a process of creating public value inside and outside government at all levels and demonstrate ingenuity, efficiency, and transparency and is able to facilitate coordination in the implementation of policy and legislation. Therefore, it is a transformative force and process of public interest that changes the conditions, circumstances, and societal landscapes. Welcome (2004) indicates that leadership is about seeing the bigger picture, thinking strategically and focusing on the future and not the past and displaying morality and ethics as basic tenets that continuously enable a leader to exude discipline, energy, and determination. Furthermore, Meir (2006) points to leadership as the importance of order, stability, predictability, and institutional certainty and good performance.

### 1.5.5. Capacity

Honadle (2001) defines local government capacity as the ability to handle policy making, management, implementation of national goals and capabilities of taking added responsibilities for domestic programmes, and further striking a balance between being able to obtain an additional capacity to meet new challenges and the ability to have the capacity to receive new challenges. Therefore, capacity refers to the availability and access to concrete or tangible resources, demonstration of competence, and ability of human resources in applying knowledge and skills, given the availability of infrastructure and technology. Karama (2003) and Hanna (1997) explain capacity as the ability to synergise the systems of organisations, understanding of an integrated application of economic, physical and human resources for their collective significance. Furthermore, Saldanah (1998) defines it as the ability of the government to plan, use resources accordingly, manage systems appropriately, and ensure technical and administrative proficiency and sustainable processes of development of society. Honadle (2001) indicates that capacity is defined through its dimensions of talent, intelligence, industriousness, educational background, commitment and experience and human resource capacity required to manage complex spaces for development.

## 1.6. RESEARCH DESIGN AND METHODOLOGY

A mixed research methodology was used in the study. This section explains the methodology that was utilised to achieve the research aim and objectives. It specifically discusses both qualitative and quantitative methodologies that were regarded appropriate for this research in responding to research objectives and aims. The following topics are briefly discussed: research design, study area, sampling, population, data collection, and analysis.

### 1.6.1. Research Design

The qualitative and quantitative case studies were significantly used in this study's research methodology, with an emphasis on analysing a programme in the form of an intervention that Polokwane Local Municipality can develop to promote equal service delivery in Seshego and ward 10 villages. Drawing on the work of Yin (2009) and Stake (1995), it was an exploratory case study that explored the situations in which the conditions in Ward 10 villages can be significantly improved. The purpose of this case study was to analyse and evaluate intervention programmes that improve the conditions in Blood River. According to Yin (2009), the case study method enables investigators to retain the holistic and meaningful characteristics of real-life events. The common thread among all forms of case studies is that they attempt to shed light on a decision or collection of decisions, why they were made, how they were implemented, and with what results?

### 1.6.2. Study Area

The study area is Seshego Township and Ward 10 villages. The area falls under wards nine and ten (9 and 10) respectively, within the Polokwane Local Municipality. The villages in Ward 10 are under Chief Kgabo Moloto of the Bahlaloga tribe. Both areas are 20 kilometres separated by almost less than 3 kilometres and are relatively different in service delivery projections. Seshego Township and Ward 10 villages are almost 300km North of South Africa from OR Tambo airport, and the coordinates are 23'47'50"S 29'21'24"E. Polokwane is quite developed and affluent, particularly in the eastern part

towards Mankweng Township. However, Ward 10 villages, which are extremely impoverished and severely underdeveloped, are only 15 kilometres away. The villages are over 50 years old and were neglected as part of the apartheid policy of separate development since it is a black people's residential area (StatsSA, 2012). The negative impact of apartheid spatial planning which need bold decisions to change.

### 1.6.3 Target population and citizens

This study's population consists of Polokwane Local Municipality municipal officials and councillors, community members, and community structures. Apostolic Faith Mission, High School, Tigers Social Club, African Youth Indigenous, Blood River Advice Office and Development Forum, Ntona (Headman), Kwena Moloto Forum, Sanco Seshego, Monareng Community Greening Project Committee, Tswaranang Social Club were among the community structures. In addition, Seshego Taxi Association, Kagisho Burial Society, Polokwane Taxi Association, Phutha Ditshaba Youth Development Forum, Ratanang Investment and Social Club, Moletji Netball Team, United Reformed Church of South Africa Church Council, and Nazareth Church of Christ. Moletji Taxi Association, Kgoro ya Managa, Full Gospel of Church, Mmotong Youth Community Centre, Help Handing Non-Profit Organisation, Moletji Youth Forum, Fountain of Peace Christian Home, and Revive Us Again Ministry.

### 1.6.4. Sample and Sampling Process

The study used purposive sampling (self-defined) as the problem is located within Polokwane Local Municipality. The sampling is self-defined as it will solicit information from those that are closely working in the defined research area (Polokwane Local Municipality). It is argued that by interviewing individuals at strategic levels who have vast and substantive experience in this environment, reliable and valuable information will be gathered to have more insight regarding leadership, socio-economic development, and service delivery. It should be noted that with purposive sampling, the researcher consciously selects specific elements or subjects for inclusion in a study to

ensure that the elements will have certain characteristics relevant to the study. Purposive sampling starts with a purpose in mind and the sample is thus selected to include people of interest and exclude those who do not suit the purpose. It is also important to note that working with key informants requires creativity and recognition that their views are inevitably incomplete and biased in ways that may not be immediately obvious (Brinkerhoff, 2001 and Goldsmith, 2002).

No vulnerable people were interviewed in this study believing that other studies would or might have focused on that. The target was mainly on those strategically located in the municipality and the two areas which are Seshego and Ward 10 villages shed more light on the issue of the impact of political and administrative leadership in Polokwane Municipality. While issues of service delivery affect a wide spectrum of residents, the selection in this study is on those strategically positioned. Excluding vulnerable people who are also affected by service delivery should thus be seen as a limitation of this study, which could gladly be pursued by other researchers.

In this study, the researcher selected sixteen (16) officials and councillors from the Polokwane Local Municipality Office who are the Mayor, Municipal Manager, Chief Financial Officer, Director for Infrastructure Development, Community Liaison Officer, Director Corporate Services, Integrated Development Planning Manager, one Economic Freedom Fighters (EFF) Councillor, one Democratic Alliance Councillor (DA) and five (5) African National Congress (ANC) Councillors. The communities of Ward 10 villages consisted of one hundred and one (101) and the community structures representatives in Seshego Township and villages in Ward 10 consisted of forty (40) participants. The study used convenient sampling to select participants for the study. In this context, 16 municipal officials and councillors, 101 members of the community and 40 members of the community structures from Seshego Township and Ward 10 villages have been used to represent the population. The study consisted of a total sample of 157 participants.

**1.6.5**. **Data collection Instruments**

Two methods of collecting data were employed: interviews with individuals and focus group, and document analysis.

**1.6.5.1 Face-to-Face Interviews**

According to Bogdan and Biklen (1998:35), qualitative researchers are interested in how people act and think in their settings, or in how they act so that the activities that occur in their presence do not differ significantly from those that occur in their absence. The caution from Bogdan and Biklen (1998) was taken into consideration, which suggests that if people are treated as research subjects, they will act like research subjects, which is different from how they usually act. The critical point is to respect research participants as active agents with vast knowledge of the circumstances in which they find themselves, and without whom there would be less development in the area. Sixteen (16) municipal officials were interviewed utilising questionnaires, structured interviews, and open-ended questions by the researcher.

**1.6.5.2. Documents Analysis**

On the selected topic, the researcher used academic articles, books, and academic journals. The study relied on media reports, press statements, and official reports such as annual and quarterly reports. The municipality's annual reports and the Auditor-General reports were used to authenticate the findings deduced from the empirical study. The document study analysis was used in conjunction with the responses of the municipal participants during the interviews to determine whether the findings were contradictory. The findings from the document analysis depicted a clear picture of what Polokwane Local Municipal Council did for the communities regarding socio-economic development and provision service.

**1.6.5.3 Questionnaire**

According to Brown (2001), questionnaires are any written instruments that present respondents with a series of questions or statements to which they are to react by either

writing out their answers or selecting from among existing answers. The popularity of questionnaires is because they are easy to construct, extremely versatile, and uniquely capable of gathering a large amount of information within a short space of time (Dörnyei and Taguchi, 2002). The researcher employed questionnaires to investigate the impact of leadership on municipal socioe-conomic development. In this study, 200 self-administered questionnaires were distributed to community members and representatives from community structures in Seshego Township and Ward 10 villages. The researcher received 101 questionnaires back out of the 200 questionnaires distributed.

### 1.6.6 Data Analysis

Thematic content analysis was the principal method of data analysis (Kidds and Kaczmareck, 2010). Thematic content analysis was employed as a method for identifying, analysing, and reporting patterns (themes) within the data, ensuring the inductive analytic process that characterises the qualitative paradigm. When analysing the data, the following steps were considered:

- *Open coding of data.* This means building a set of themes by looking for patterns and meaning produced in the data, labelling and grouping them in connection with the theoretical framework of the research.
- *Definition of thematic categories.* The selected subtexts' themes and perspectives were defined. These can take the form of individual words, sentences, or groups of sentences. The theory can pre-define these categories. Another method is to read the selected subtexts several times and define the themes that emerge from these readings. Transcripts of the research were created and read numerous times to ensure familiarity and immersion. When reading over the transcript, interesting or relevant information was highlighted.

### 1.7. VALIDITY AND RELIABILITY

The research design, which was based on the essence of qualitative methodology as the primary approach of this study, ensured the validity and reliability of this research.

Face-to-face interviews were used to optimise the effectiveness of the research instrument, particularly the questions. Follow-up interviews, as well as a comparison of interview feedback with available information, were used to achieve conformity and trustworthiness. Municipal reports, such as Annual Reports, Auditor-General reports, SALGA reports, performance management reports, Integrated Development Plans, Service Delivery Budget Implementation Plans, and Infrastructure Development Plans, were used to ensure the study's validity and reliability. As a result, data triangulation assists in achieving research validity (Eisenhart, 1989; Yin, 2009; Stake, 1985; Creswell, 1997).An extensive literature review was conducted to ensure relevant and appropriate responses to the fundamental question of leadership and service delivery in Polokwane Local Municipality, juxtaposing it with the research studies that might have been done (Denzin and Lincold, 2000; Creswell, 1997).

Prior to the intensive research, the instrument was piloted to ensure its acceptability for better cooperation and thus detailed responses, ensuring that key issues are not overlooked (Whittemore, Chase and Mandle, 2001; Descombe, 2010). One of the most important methods for ensuring validity and reliability is triangulation, which seeks agreement between various sources and methods of information (McMillan and Schumacher, 2013). The researcher used triangulation as part of the process to gain some trustworthiness, which McMillan and Schumacher (2013) define as the cross-validation of data sources, data gathering strategy, time periods, and theoretical schemes. The researcher reviewed and cross-checked data from observation, documentation, and interviews to seek confirmation of the information gathered.

## 1.8. ETHICAL CONSIDERATIONS

According to Denzin and Lincoln (2000), in order for the research to be properly done, the permission of the people to be interviewed must be acquired. The researcher approached the University of Limpopo's Turfloop Research Ethics Committee (TREC) for approval. Also, the researcher obtained permission from the Polokwane Municipality's Executive Mayor to conduct interviews with employees of the municipality.

The research and survey should be done under the assumption that the findings would remain anonymous; the source will not be disclosed. The research interviews (results) should not be taken out of context and accurately represent the observation. A letter of informed consent was read and signed by each participant. The researcher informed the participants that they have a right to withdraw from the study at any time without penalty or consequences. It is often suggested that researchers stipulate after-care of participants and the arrangements that will be put in place if the respondents feel traumatised or insecure during and after interviews.

The fact that the researcher would not be working with vulnerable people did not pose any problem. The information generated from interviews and observations was treated and handled confidentially. The participants were ensured that the information would not be used against them. It was reiterated that the information would be for academic purposes only. Blaxter et al., (2001) suggest that there is a challenge of conflict between the researcher and the researched. The researcher had a contingency plan to mitigate and manage potential risks for the participants. The participants were not pressurised and they were guaranteed confidentiality of the information they have shared with the researcher. The participants signed a consent form after being briefed about the research study and the researcher secured the approval of TREC. The participants were assured that should a need to interview them in Sepedi arise, the researcher would accommodate them.

## 1.9. SIGNIFICANCE OF THE STUDY

The study aimed to shed more insight on improving the material conditions in Seshego and Ward 10 villages by looking at the challenges of service delivery in Polokwane Local Municipality. It is incongruous to have impoverished communities with no access to basic services residing in close proximity to communities with full access to municipal service delivery. Nationally, South Africa was discovered to be the most unequal society, and the study intended to close the gap between the rich and the poor. The study will help to develop mechanisms that will strike a balance between well-established communities and rural populations that lack access to service delivery. The

research will contribute to the empirical and theoretical literature on public administration. The study will also contribute to novelty by closing existing service delivery inequalities between rich and poor communities. The study will assist both academic and local government administrations in resolving service delivery backlogs. Finally, the study would help to advance the disciplines of Public Administration and Local Government. Future researchers will use the study's findings and recommendations to conduct further research on the phenomenon of poor service delivery and impact of leadership thereof.

## 1.10 SUMMARY AND SEQUENCE OF CHAPTERS

This thesis consists of six chapters outlined below as follows:

**CHAPTER 1:** The first chapter includes an overview of the study's introduction and context, as well as the research purpose, which comprised the research questions, aim, and objectives. The chapter also highlights a statement of the research problems, definitions of concepts, and the methods used to operationalise the data collection strategy in order to answer the research questions. Finally, this chapter discusses the significance of the study as well as the ethical considerations.

**CHAPTER 2:** The chapter provides a detailed account of the conceptual framework that undergirds the study. It especially focuses on clientelism, which helped in understanding the relationship between politicians who go out on a routine basis to canvass for votes and then not much happens in the lives of ordinary people, but a large proportion of the same politicians get elected for another five-year term. The broad argument in this chapter is that there seems to be an observable patronage type of relation between elected parties (politicians) and citizens, and that no matter what service delivery challenges citizens encounter (coupled with violent protest in some cases), voting patterns do not change much come election time. Clientelism refers to the relationship that exists between citizens/voters (clients) and politicians (patrons) who make electoral promises in order to be elected into office.

**CHAPTER 3:**The chapter examines leadership and how it affects service delivery. It concentrates on the conceptualisation of leadership, administrative and political leadership, and the impact of these on service delivery. It is evident that communities are dissatisfied with service delivery.

**CHAPTER 4:**The chapter discusses the roles of political leadership and citizens in the delivery of services and development. It also depicts a picture of the country's socioeconomic development, which must be properly defined by the government. Political leaders must be clear about the vision of the developmental state in order to foster trust, collaboration, and citizen motivation. Political leaders should make certain that election promises made before to assuming political office are fulfilled. The same applies to the role of citizens in ensuring that politicians live up to their promises or else they should be voted out of government. The provision of basic services is one of the responsibilities of national, provincial and local government

**CHAPTER 5:**The chapter expands on the introductory statements discussed in the first chapter. The following aspects are discussed in detail: research design and methodology, description of the study area, kinds of data needed, target population, sampling designs, data collection methods, data analysis techniques, and a greater emphasis on ethical considerations, validity and reliability of the study undertaken.

**CHAPTER 6**: The section analyses and presents the data collected from Polokwane Local Municipal Council participants, Seshego, and Ward 10 villages.

**CHAPTER 7:**The section concludes the study based on the findings regarding the impact of leadership on socioeconomic development in municipalities. Recommendations were derived from the outcome of the literature review and the findings from the empirical study.

**1.11 CONCLUSION**

This chapter provided the basis for the study. It focused on the introduction and background of the study while outlining the problem statement, research aim and

objectives, research questions, research design and methodology, validity and reliability, ethical considerations, and the significance of the study. The chapter also consisted of the guideline of the foundation of the study. The Clientelism Theory is extensively discussed in the next chapter.

# CHAPTER TWO

# THE CLIENTELISM THEORY

## 2.1 INTRODUCTION

The chapter describes in depth the conceptual framework that underpins the study, with a special emphasis on clientelism. The concept helped in understanding the relationship between politicians who go out on a periodic basis to canvass for votes and then not much happens in the lives of ordinary people. Despite this, a large number of the same politicians is re-elected to another five-year term. The broad argument in this chapter is that there seems to be an observable patronage type of relationship between elected parties (politicians) and citizens, and that no matter what service delivery challenges citizens confront (coupled with violent protest in some cases), voting patterns do not change much come election time. Clientelism refers to the relationship that exists between citizens/voters (clients) and politicians (patrons) who make electoral promises in order to gain office.

The first section describes what clientelism entails, followed by a discussion of clientelism's relevance to the present study. Then, anecdotal evidence from the research site will be examined to demonstrate some elements of clientelism, as well as its significance and utility in examining service delivery challenges in local government. Following that, essential components of democratic states will be explored because they have an impact on available research evidence showing clientelistic elements are prevalent in democracies around the world. The chapter's closing will shed some light on how leadership will be approached in this study, which stems from the fact that leadership is a key concept in this research and is implied in clientelism.

Governments that ascribe to and practise democratic forms of governance hold elections on a national or regional level on a four/five or at most seven-year cycle (Kroukamp, 2006; Habib, 2006; Mangcu, 2008; Mbeki, 2010; Suttner, 2013; Dasgupta,2015). Within this form of governance, citizens (voters) elect members of parliament (legislature) who are supposed to serve the interests of the citizens.

However, a considerable number of authors have observed that regardless of whether there are significant changes in the living conditions of voters/citizens, voters continue to vote during election time (Kroukamp, 2006; Habib, 2006; Mangcu, 2008; Mbeki, 2010; Suttner, 2013). In essence, elections come and go with or without qualitative improvements in citizens'/voters' lives. This phenomenon of politicians (patrons) making promises during election season and citizens voting has some fundamental components of the clientelism concept.

## 2.2 POLITICAL CLIENTELISM

It is important to emphasise right away that, despite substantial research into clientelism, some authors contend that the notion is enigmatic and cannot be articulated in precise or conclusive terms (Fox, 2012; Singer, 2008). The concept is so broad and encompasses so many issues that it cannot be put down definitively. The point is to have a narrow enough definition so that indicators may be developed to measure it across countries. For example, Fox (2012) argues that "we are still several steps behind having consistent explanations for what drives its persistence, transformation, or elimination because we still lack precise tools for defining and measuring clientelism." Regardless of the debate over the specific definition of clientelism, a large number of authors over the years and across countries apparently agree that the main clientelism involves some form of exchange (Weiner, 1967; Kolev and Goist, 2010; Dasgupta, 2015; Brinkerhoff and Goldsmith, 2002; Young, 2009) of favours between the givers and the recipients.

Political clientelism is viewed as a form of direct exchange between citizens and holders of political authority in a body of literature that spans decades (Kaufman, 1974; McCourt, 2000; Hopkin, 2006: Keefer, 2004; Van de Wall, 2009; Weiner, 1967; Kolev and Goist, 2010; Dasgupta, 2015; Brinkerhoff and Goldsmith, 2002; Young, 2009). Clientelism is characterised by some type of patronage, in which the elected politician (client) owes something to the voter/citizen (client) in exchange for his vote. According to Hopkins (2006:16), clientelism is essentially a variant of 'special interest politics', which is a mechanism by which political parties and their representatives can gain

political support in exchange for selectively allocating benefits through state institutions. Clientelism is defined broadly in the classic anthropological definition as a voluntary exchange relationship between social unequals, typically enmeshed in a complex social interaction (van de Walle, 2009). Clientelism, according to Vicente and Watchekon (2003), is the trade of votes for favours in exchange for being elected. Clientelism induces 'bought' voters to vote for the candidate who is 'buying' them.

Clientelism, according to Kaufman (1974:285), is based on the principle of reciprocity; that is, it is a self-regulating form of interpersonal exchange whose maintenance is dependent on the return that each actor expects to obtain by rendering goods and services to each other and which ceases when the expected rewards fail to materialise.

Clientelism is defined as an exchange of some kind between two people. In the case of Mexico, Schedler (2002) observes that politicians buy votes by giving voters items such as tee-shirts, bags of basic foodstuffs, fruits, vegetables, bags of cement, chickens, cows, and sheep, fertilisers, seeds, washing machines, beer, dictionaries, lighters, and cactuses in exchange for electoral support. Clientelism, according to Kolev and Goist (2010), is a distinct mode of political exchange. Parties offer to provide non-policy benefits ranging from a specific private good or service to access to the courts. These benefits are intended for a specific voter or group of voters. Clientelism, it is believed, is characterised by instant gratification for both the party and the people, but results in lower long-term accountability.

According to Robinson and Verdier (2013), "clientelism is a political exchange in which a politician gives patronage in exchange for a client's vote or support." In most cases, jobs are exchanged in exchange for votes. Weiner (1967:34) finds comparable results in his study of clientelism in India. The Congress Party evolved into "a means of obtaining jobs for friends and relatives, as well as gaining access to many services and material benefits that government at all levels can bestow." There are various types of clientelism, all of which include a mutually beneficial exchange between a patron and clients.Clientelism, in its most general sense, is what scholars from other regions refer to as constituency service (Young, 2009).

Clientelism is described as an action-set based on the premise "take there, give here," which allows clients and patrons to benefit from mutual support while acting parallel to each other at various levels of political, social, and administrative articulation (Roniger, 2004). Clientelism entails asymmetric but mutually beneficial power and exchange relationships, a non-universalistic quid pro quo between individuals or groups of unequal standing. It is also suggested that clientelism necessitates at least three important factors, which are outlined below:

- Valuable goods are distributed to individuals whose identity is known to politicians or brokers;
- The behaviour of those individuals is monitored (or they believe it may be monitored); and
- Voters who defect from clientelists agreements face some probability of being punished afterwards (Medina and Stokes,2002).

Clientelism is related with the particularistic use of public resources and the electoral arena in politics. It comprises exchanging votes and support for jobs and other perks. Through the selective release of public funds to supporting politicians and associates or the acceptance of political nominees as personnel in state related agencies, it can become an useful strategy for winning elections and building political support (Roniger, 2004).Political clientelism is a dyadic relationship in which a politician provides material goods, services, benefits, or protection to a citizen, who in turn provides general, political, or military support and assistance in exchange for political support (Gallego and Raciborski, 2007). Political clientelism is characterised by a politician acting as a patron, providing goods, services, jobs, resources, and protection to a voter in exchange for political support, which usually includes a vote. Urban and rural citizens relate themselves with local leaders, who act as brokers and link them with regional politicians. They connect the network to national candidates, whose power and influence make them key players in determining the level of public goods.

A similar pattern can be seen in South Africa, particularly if one examines the operation and functionality of the ruling dominant political party, the African National Congress

(ANC). During its five-year interval elective congress in Polokwane in 2007, the contest between President Thabo Mbeki and then-Deputy President Jacob Zuma culminated in a fierce contest, which President Zuma won. The resultant effect of that was the resignation of Cabinet Ministers  (The Iris Times, 2008).Following the 2009 elections, leaders who supported President Mbeki were excluded from serving in President Zuma's cabinet a consequence of what could be called purging.

Patronage could be seen in a situation where there was overwhelming evidence that the Minister of Social Development Department had failed in her oversight role to South African Social Security Agency (SASSA) beneficiaries by failing to appoint a new company to begin distributing social grants at the beginning of April 2017. This was not done, and the illegal contract of the current service provider was extended for a period of twelve months by a directive of the Constitutional Court. However, no action was taken against the Minister because she leads an important constituency of the ruling party's women's league, which plays an important role in the upcoming election in which the president has a preferred candidate in the name of Dlamini-Zuma, whereas the current Deputy President, according to the ruling party's past practices, should succeed the president in elections to be held in December 2017 (Sunday Times, 2017).

The concept of clientelism is also consistent with the Municipal Systems Act of 2000, which prioritises people in the development agenda. It uses public participation mechanisms to entrench "the values of accountability, transparency, efficiency, and consultation." According to this theory, the relationship between the politician and the public is that of a service provider and a service recipient. The supplier is obligated to provide the recipient with a satisfactory service. In this case, the politician is the supplier, and the public is the recipient. Local government through politicians makes a number of promises to citizens during elections on things that they will deliver once elected into office. Citizens on the other hand, votes particular parties and politicians on the belief that after elections they will deliver the promises. Clientelism is about political exchange where political leaders give patronage in exchange of political support from clients (Antonio Robles –Egea, 2011).

Weingrod (1968) defines patronage as a mechanism by which politicians distribute public jobs in exchange for electoral support. As a result, opportunities to strengthen power bases and grow the support base are dispersed unevenly depending on subjectivity and favouritism. Turner and Young (1985) contend that the patron-client relationship is founded not just on reciprocal advantage, but also on the principle of affinity, which provides social logic to the network. Clientelism, in its most basic form, is an exchange between two individuals: a patron and a client. It is a reciprocal relationship, and it is important to note that it is not between equals. Politicians, as patrons, promise their clients (voters) services and jobs if they are elected, and once elected, they deliver to their constituencies. The relationship is asymmetrical.

## 2.3 CONDITIONS ASSOCIATED WITH POLITICAL CLIENTELISM

There are a number of conditions associated with clientelism that are perceived as fertile ground for the prevalence and persistence of clientelism in the socioeconomic fabric of society. These variables include high inequality, culture, and the public sector as the main source of money, governance and accountability, corruption, electioneering, traditional governance structures, and anecdotal evidence, among others. The underlying conditions are explained in depth below.

### 2.3.1 High inequality

The choice of political clientelism as the conceptual framework within which this research is articulated stems from an argument made by a significant number of authors that clientelistic politics is most common in conditions of low productivity and high inequality (Kaufman, 1974; McCourt, 2000; Schaffer, 2002; Vicente and Watchekon, 2003; Keefer, 2004; van de Wall, 2009), and this has resemblances with the socioeconomic and political system of South Africa. Several authors emphasise that high unequal societies are inevitably characterised by substantial elements of clientelism, and the patron-client network is more evident.Clientelism, it is also believed, will be a natural outcome in poor societies with higher income equality. According to data from several sources, including Statistics South Africa and the Human Sciences

Research Council, South Africa is characterised by high population inequality, which is also reflected along racial lines, with many black people being poor and a significant number of white people being rich. There are segments of the South African population who live in informal settlements while others live in opulence, lending credence to the concept of a two-state nation (Mbeki, 2006).

South Africa's productivity is also at an all-time low, with the last three years particularly heavily hit (StatsSA, 2014, 2015). Economic productivity growth was estimated at 3% in 2014, but was later lowered to less than 2%. In 2015, the country experienced extremely little growth, with less than 1%. It was initially set at 2% in 2016, but was later revised to less than 1% (StatsSA, 2014, 2015). Economic growth with dilapidating consequences for the general population was insignificant. It got worse in 2015, when the country was afflicted by the worst drought in decades, which had a significant impact on economic activity production (HSRC, 2016).Thus, when it comes to disparities and low economic growth, South Africa might learn a lot by examining issues surrounding clientelism, as they are associated with both inequalities and low productivity. It has been demonstrated that characteristics such as low productivity and inequality make clientelism attractive to politicians (Robinson and Verdier, 2013:285). As low productivity and inequality are serious factors facing South African society, it is expected that some elements of clientelism will be at play in the country's political arena. This implies that among the country's politicians, an exchange of goods and services between patrons (politicians) and clients (voters) is inherent, with the latter voting for those who will deliver.

### 2.3.2 Culture

On the issue of analysing societies in order to eradicate inequalities, it was suggested that more attention be paid to culture and social relations. This will help to understand the balance of power among social groups, the depth of dependency relations, and the extent to which poor people rely on elites for land, credit, and other resources (Turner and Young, 1985). The argument being made here is that poor people suffer greatly and, for the most part, rely on those with power and material resources to lift them out of

poverty. It is also suggested that through a clientelism-based analytical framework, researchers must understand the country's cultural and socio-political context, including underlying social relations and traditions, basic characteristics of the state and economy, and the number of choices available to citizens (Turner and Young, 1985). Clientelism is, in fact, a system utilised to ensure that there is sufficient electoral mobilisation and support for political benefits and power consolidation.

Inequalities, according to Bardhan and Mookherjee (2012), translate into greater implicit welfare weights allocated to wealthy and powerful classes in policy formulation and implementation. This is also known as elite capture, in which the socio-economic conditions of the people are used to legitimise the problem through clientelism. Clientelism informs the provision of public services to socio-economic strata, particularly to the weaker sections of society for power consolidation. It should be highlighted that this is discretionary rather than programmatic, and it frequently results in vertical and horizontal inequities. It is also used to reduce the possibility of political competition.

According to Kenke (1996), leadership is perceived through a variety of lenses, including context and culture in politics, religious, social, and international, all of which contribute to contextualising the extent of clientelism. Leaders are the product of ever-evolving processes of inter-relationships between individuals at both the micro and macro levels of relationships, as Durkin (1996) articulates, in that dynamic and generative interdependence creates a culture of relations that influences behaviour and thus builds positive conditions for socio-cultural cognition. Indeed, socialisation and relational building are essential. Torres (1999) and Adams (2009) characterise the whole approach in terms of cross-cultural influences on leadership development and competencies.

National culture is critical to this process, and its essence is most likely derived from the cultural dimension to conduct meta-analysis that determines how leaders are shaped and influenced for good theoretical framework and consumption of theories that promote clientelism (Hofstede, 2001; Tirmizi, 1998). It clearly accounts for the power of structures to which leaders are tied or belong. Importantly, the extent of inherent

interaction between and between the leader and the people determines the high-level cognitive processes of leadership. Given the primary linkages between culture and people, their active participation is of paramount importance, and as such, its influence on leadership cannot be overstated. Hence, the significance of leadership is determined by social space and efforts.

Culture influences self-confidence, ethical behaviour, performance, commitment, and productivity in a broad sense, according to Deal and Kennedy (1982), and as such, leaders' behaviour influences or determines cultures of structures to which they belong, and good organisations influence leaders. When analysing and studying leadership and its impact on society and organisations, mentorship and role modelling are significant because they have the potential to transform cultures, norms, and values for the better, as well as influence and improve productivity. According to Bass (1985), transformational leadership consists of idealised influence, inspirational motivation, intellectual stimulation, and individualised considerations. All of this has a positive impact on citizens' behaviour and organisations, therefore leadership skills are necessary to facilitate and contribute to development. As a result, good behavioural exhibits play an important part in the construction and shaping of society for empowerment and productivity.

### 2.3.3 Public Sector as the main source of money and help to most individuals

Clientelism literature also asserts that if the public sector is a major source of money and support for the majority of people, clientelism thrives (Schaffer, 2002; Brinkeroff and Goldsmith, 2002). The preceding sentence implies that a country should not rely on the public sector as the main source of money (revenue) and support for the majority of its population in order to achieve high productivity and improved living conditions for all citizens. But the essential point to remember here is that clientelism is associated with societies that depend on the public sector as their primary source of livelihood. And patronage is used to induce people to sell their votes.

It is also argued that the problem with clientelism and the large public sector is not only an issue, but that such a large sector is often bloated, with many employees not employed according to their expertise, skills, and qualifications (Roniger, 2010). A typical trait of poor democracies is the combination of large public sectors with a low distributive component. Taxes are utilised not for redistribution, but to employ people in a bloated public service, increasing the likelihood of poor performance. The scale of the public sector is a major issue since it is regarded as a proxy for clientelism, which indicates that more public employment equals greater patronage (Roniger, 2010; Roble-Egea and AceitunoMontes, 2011; Singer, 2008). In South Africa, particularly in rural areas, the majority of people depend on the public sector for goods and services (StatsSA, 2013, 2014), and the issue of social grants for child support and elderly care is enormous. Thus, examining this in rural local settings would help to shed light on this part of the public sector in which clientelism thrives, as well as what is being done to develop other sources of income and livelihood other than dependency on the state.

## 2.3.4 Governance and accountability

According to the literature on clientelism, clientelistic countries have poor governance outcomes across the board, including lower levels of government effectiveness and a weaker rule of law (Singer, 2008; Roniger, 2010; Roble-Egea and Aceituno-Montes, 2011). Democratic societies espouse human rights, the rule of law, and transparent governance; yet, it has been observed that governance institutions are sometimes weak and ineffective, something that resonates well with clientelism and should not be the case in democracies across the globe. Some authors strongly argue that clientelism leads to "lower long-term accountability" since politicians celebrate after receiving votes while selected voters receive rewards for voting for the politician or party in question.

Furthermore, some scholars argue that clientelism "neutralises the system of representation and entitlements by placing associates and friends in strategic positions of public power and control" (Roniger, 2010; Young, 2009). Clientelism, from this vantage point, is inimical to the institutionalisation of public accountability and the

mechanisms of administrative control. When friends and associates are given positions of public power and control, they will do little to hold the politician accountable. Clientelism leads to over employment and under qualification in public administration, as well as skewed bidding for public works projects and overpricing.Secluded negotiations and private deals utilising public resources are frequently mentioned by researchers (Roniger, 2010). Accountability is a critical issue in South Africa, where it has been demonstrated that it is frequently imposed on public servants and politicians by the justice system when citizens lodge complaints with the courts. One glaring example is the expenditure on the president's residential place, which was upgraded with approximately R245 000 000 at the taxpayer's expense, and it was discovered through the courts that pricing was exaggerated in some cases, and some of the features upgraded were non-security as required by law (Madonsela, 2014; Sunday Times, 2014, City Press, 2014).The point being made here is that public representatives can sometimes act with impunity since they know their political parties, particularly the dominant ruling party, will not hold them accountable. Only through the justice system and the Public Protector's Office has accountability been imposed on authorities.

### 2.3.5 Corruption

According to several authors, clientelism is often associated with corruption, and corrupt activities involve using the power inherent in a government office to advance personal interests (Weiner, 1967; Kolev and Goist, 2010; Dasgupta, 2015; Brinkerhoff and Goldsmith, 2002; Young, 2009). Bribery and extortion, nepotism and favouritism, and embezzlement are all cases of abuse (Brinkerhoff and Goldsmith, 2002:15). From the perspective of government officials, corruption involves exploiting the workplace as a venture from which to extract income. Corrupt officials may accept bribes in exchange for lawful granting of licences, state bank loans, or government contracts. As officeholders look after themselves, they can act to the detriment of the citizens for whom they are supposed to be working for. In the case of India, it was noted that a method of acquiring jobs for friends and relatives, as well as gaining access to various services and material benefits funded by the state (Weiner, 1967).

Clientelistic attitudes and behaviours are prone to corruption (RoblesEgea and Aceituno-Montes, 2011). Personal or institutional incentives that serve private interests, with the goal of remaining in power for as long as possible (Robles-Egea and Aceituno-Montes, 2011). Public managers and politicians conduct political and common crimes in order to serve the interests of individuals, parties, and networks, in violation of the principles of legality, rationality, impersonality, and general interest (Robles-Egea and Aceituno-Montes, 2011).The irresponsible behaviour of individuals engaged is based on the use of private information, collusion with businessmen, influence peddling, arbitrary use of bureaucratic power, and so on. The conditions of the political system and party system, such as the arrival of a new party to power, the lengthy tenure of one party in power, and the lack of a critical public opinion, all contribute to root theses ballasts for democracy.

The existing literature on corruption demonstrates that it is increasing at an alarming rate and, worse, involves large sums of money that should benefit many communities across the country, particularly those that are poor and depend on government services for a livelihood (Madonsela, 2014, 2016; Auditor-General, 2014/15, 2015/16). On abuse of state power and resources which are part of corruption, Madonsela (2016:2) is worth quoting at length:

> *One of the critical elements of our Constitutional vision is to make a decisive break from unchecked abuse of state power and resources that was virtually institutionalised during the apartheid era. To achieve this goal, we adopted accountability, the rule of law and the supremacy of the Constitution as values of our constitutional democracy.*

It was observed that South African Airways (SAA) awarded the New Age newspaper a contract for circulation to all of its customers aboard its planes (Madonsela, 2016). The problem is that the New Age was still in its embryonic state, with less than six months of circulation when it was handed a huge contract with SAA. The Gupta family owned the New Age, which had a close relation with former President Zuma, and worse, the former President's son is a co-owner of some of the Gupta-owned companies.It is obvious that

the tendering processes were not followed when some of the projects were awarded (Madonsela, 2016). South African armed manufacture Denel entered into an agreement with Gupta-owned VR-laser to procure armament components. Tegeta Resources, a Gupta-owned company, also obtained a contract to supply coal to Eskom through suspicious procurement procedures and principles (Madonsela, 2016).

It was claimed that Impulse International secured contracts with Eskom worth R1.8 billion, only for the company to pay R1.7 million into ANC coffers (Mzilikazi wa Afrika, 2017). This came when it was discovered that the daughter of Eskom's acting CEO held shares in Impulse International. Surprisingly, the payment was made to the ANC in two instalments, one of which was made after Impulse signed an R14 million deal with Eskom in January. It then paid R775 million to the ANC (Mzilikazi wa Afrika, 2017). One million rands was paid four days earlier for the ANC's birthday bash in January 2017.Both political experts and ordinary citizens perceive that clientelist countries struggle to control corruption. Clientelism is also linked to unlawful political fundraising by political parties. The ruling party's treasurer acknowledged receiving the funds but stated that if they are illicit, they will repay the amount donated (City Press, April 2017; Sunday Times, May 2017).

Corruption has been defined as bureaucrats deviating from the normal and lawful way in which they are required to carry out their responsibilities (Caiden and Caiden 1977:302, Werner 1983: 147). According to the Corruption Act No. 94 of 1992, any gratification aimed at influencing someone to take or be influenced to take a particular decision constitutes illegal means, dishonesty, abuse, and manipulation of systems. As a result, there is a need to fight and confront corruption so that it does not devour or destroy society's moral fibre. The Public Service Anti-Corruption Strategy (2002:11), like the applicable legislation, defines corruption as any undue gratification gained through violations of the prescribed procurement processes. As a result, the conduct of public officials must be continuously and rigorously monitored to ensure that scarce resources are not wasted.

Corruption is not a new phenomenon in the post-1994 world; it has a historical footprint (Lodge, 2002: 407 -408). It indicates that there is sufficient proof that political corruption existed under apartheid and Homelands governments. And the circumstances for it to thrive were created by secrecy, oppression, and authoritarianism. It is undeniable that high-profile allegations of corruption existed during the democratic dispensation. For example, the Department of Health's misappropriation of donor funds on Sarafina (Camerer, 2000). According to Shireen Mukhadam, there are numerous challenges affecting local government, including poor financial management, a lack of control measures, political interferences, and a lack of human resources. Indeed, many people regard local government as a source of resource looting and patronage. As a result, there have been in-fights within the ANC, especially within its branches. The highlights of corruption intention have been that in 2012, the ANC Progressive Business Forum invited Local government leaders to a meeting with the potential of corruption activities creeping into the system. The adoption of the National Development Plan on August 15, 2012, paved the way for the development of the Public Management Bill, which is described as one tool for anti-corruption to promote ethics, integrity, and enforce compliance, and it prohibits public officials from doing business with government. And recent developments involving Ministers deemed to be lacking in integrity issues underscore the need to enhance the Executive Members Ethics Act, the applicable legislation that regulates the ethical conduct of the Members of the Executive Council.

According to a report, "corruption within the ANC is so pervasive that it can no longer be regarded as a perception" (Mantashe, 2017). It was also said that there are some in the ANC who loot the state, and that looting destroys the state's ability to deliver services. Millions of rands in development funds were allegedly allocated under the auspices of the Evaton Renewal Project under the administrations of former Gauteng Premiers. According to Navarro (2015), public officials are sometimes appointed to oversee aspects of national life based on their political capital rather than their professional output in the provision of services. This essentially means that clientelism generates conditions conducive to corruption since it has the capacity to build a complicity pact

among the responsible actors or agents in the execution of their mandates, and predatory political behaviour becomes apparent and pursues corrupt tendencies.

## 2.3.6 Electioneering

Clientelism research also suggests that in some cases, politicians may accelerate or delay development in their area prior to elections if they believe that doing so will benefit them during elections (Brinkerhoff and Goldsmith, 2002; Schaffer, 2002; Dasgupta, 2015). Political leaders purposefully manipulate development and infrastructure projects to pursue purely partisan lines, ultimately benefiting from votes. Schaffer (2002), for example, tells the case of a Filipino congressional representative who attempted to halt the construction of a new road until after the election so that "his" squatters will not be moved out of the district.The issue is about publicly funded projects that legislators promote in order to bring money and jobs to their own districts as a political favour to local politicians and citizens.

It has been noted that several departments in Limpopo Province will sit on projects, some of which are completed, while others are not, and will only finish this close to the election (Polokwane Observer, 2014). Furthermore, residents of the communities are invited to attend the opening ceremonies in order to campaign for elections (Limpopo Review, March 2014). It is evident that the community believes that if the ruling party can deliver, voters should continue voting for the party.During election years, the Limpopo Department of Education has routinely opened schools that have been closed for a number of years soon before the polls, with great fanfare. The event will be organised for the communities surrounding the school, and invitations will be distributed, in addition to slaughtering a cow, offering plenty of food, and distributing t-shirts.

## 2.3.7 Traditional Governance Structures

According to a significant number of scholars, clientelism bears some resemblance to traditional governance structures (Brinkerhoff and Goldsmith, 2002; van de Wall, 2009; Young, 2009; Dasgupta, 2015). This implies that clientelism will be difficult to find in a

genuinely democratic society. Traditional governance structures are not democratic by nature, because authority is based on heredity rather than expertise and qualifications. In most cases, when making decisions about development programmes, they require some type of gratification, implying that clientelism and corruption are the norm and have become an inherent feature of their administration. According to Municipal Structures Amendment Act No. 33 of 2000, elected local councillors lead democratic local governance, and so meaningful interrelations and coexistence with traditional structures are vital.

Members of the community expect ward councillors to drive development and ensure the provision of services now that they have been elected. As a result, amicable and cooperative relations with traditional structures are critical for long-term local governance and leadership provision. Clearly, the interaction between elected representatives, traditional leadership institutions, and voting citizens should improve the population's living conditions and lead to development. It has also been found that ruling party legislators utilise their administrative power to deliver rural development funds and projects in exchange for election support from local village council leaders, which is often open for abuse and could lead to corruption (Dasgupta, 2015).

According to Brinkerhoff and Goldsmith (2002), clientelism, also known as the patron-client model, has permeated the political system, and as a result, complex matters of government must solve problems faced by the people. Unfortunately, the mechanism to organise and orient parties toward policy responses is based on personalities rather than agreed-upon programmes.

### 2.3.8 Anecdotal evidence

During the 2016 municipal elections in the Limpopo Province in general, and specifically in the Blood River study area, there were significant signs of clientelism. As is customary in Mmotong wa Perekisi, a representative of the ruling party was elected in Ward 6, which is part of Polokwane Local Municipality. Since the advent of democracy, ruling party representatives have won elections despite a slide decline in the number of

voters. However, in Ward 6, a by-election was held after the representative of the ruling party passed on, and surprisingly, a representative of the new opposition party Economic Freedom Fighters (EFF) won the by-election and became the new ward councillor(Independent Electoral Commission, 2016).

Anecdotal evidence reveals that the opposition party (EFF) worked tirelessly to fix dysfunctional mono pumps that had been neglected for years, and that the pumps began working soon before the bi-election. According to the data gathered from the study area, the opposition party's actions served as a means of buying votes and convincing voters that the opposition party can deliver. According to Kaufamn (1974), "interpersonal exchange ceases when the expected rewards fail to materialise," and in this case, the material rewards did not come from the ruling party, but from the opposition, and so a councillor from the opposition won the Ward 6 by-elections. Voting for the ruling party has been the norm for many years, but recently, a new political party with deep roots in villages and townships emerged and unexpectedly won a by-election.

## 2.4 DEMOCRACY AND SOME INGREDIENTS OF CLIENTELISM

There is a strong case to be made that purely democratic societies adhere to transparent and legal procedures in which citizens, including disadvantaged groups, have the right to receive government services, hold and express political opinions, and organise themselves to advocate for their own interests (Noono, 1984; Migdal, 1988; Reno, 1995; Meaher, 1996). However, this is not always the case, as citizens in some countries do not receive government services for extended periods, and in the few circumstances where they do, the services are inadequate. Some African countries are also known to exercise large-scale patronage in government appointment (Habib, 2006; Mangcu, 2008; Suttner, 2013), which is contrary to the key principles of democratic rule and good governance. Thus, democratic societies such as South Africa should be extensively examined in order to determine whether and to what extent clientelistic tendencies of the patron-client relationship exist.

According to clientelism literature, higher-income countries have democratic institutions in their decision-making systems, but they have not completely abandoned clientelism (Robinson and Verdier, 2013). This indicates that well-developed democratic countries are prone to clientelistic tendencies, which is somewhat paradoxical given that democratic countries are, by definition, anti-clientelistic. Within a democratic system of government, where the rule of law, periodic fair elections, and majority rule are core values (Brinkerhoff and Goldsmith, 2002; Fox, 2012; Medina and Stokes, 2002, Singer, 2008; Weitz-Shapiro, 2009).Furthermore, policy decisions are made in the open after public discussion and review. More importantly, decision-making standards and procedures are explicit. Moreover, authority is institutional and resides with official roles. This, however, differs considerably from undemocratic states in which decision-making standards are not explicit and procedures are hidden from the public. The rule of law is very questionable in undemocratic states. The point remains, however, that clientelism is inevitable in democratic states, regardless of wealth level. Clientelism is expected to be widespread in low-income democratic states.

It is also true that expecting democracy to make people more virtuous and political actors more altruistic in Africa or elsewhere is both absurd and naïve (Reno, 1995; Reno 1997; Moran, 2001; Brinkerhoff and Goldsmith, 2002; Schaffer, 2002; Dasgupta, 2015). A significant number of political leaders are not altruistic at all, and worse, cling to power for reasons other than the interest of the majority of citizens. Leaders in a democratic state maintain power by giving collective benefits that garner the support of large segments of society (Reno, 1995, 1997; Moran, 2001; Schedler, 2002).There is a plethora of examples of African leaders who are preoccupied with their positions and clinging to power by whatever means necessary, including changing constitutions instead of serving the will of the people and vacating their positions after their terms expire (Sunday Times, 2016). The Gambia is a case in point, as the present President's term of office expired and elections were held, which he lost but still claimed to be the president. This brings into the picture the idea of electoral corruption.

The term "electoral corruption" refers to unfair means of obtaining or retaining government positions, such as voter intimidation and ballot stuffing (Reno, 1995, 1997; Moran, 2001; Brinkerhoff and Goldsmith, 2002; Schedler, 2002). The prime motive for attempting to manipulate elections is to preserve opportunities for incumbents and their allies to enrich themselves at the expense of the public, which is prevalent in a number of countries throughout the world, including Zimbabwe.The same may be said of the Democratic Republic of the Congo, where conflict has claimed around 5.4 million lives since August 1998 owing to political intolerances, making it the deadliest occurrence since World War II. According to the Congo Electoral Commission report of February 2015, the country's electoral process is currently at an impasse due to President Kabila's refusal to leave office despite the expiration of his term. Closer to home, the situation in Zimbabwe has been tumultuous for years, with contested elections and church leaders with opposing viewpoints exiled.

Essentially, leaders in African democratic countries are more concerned with retaining power than with the well-being of all citizens. As a result, the purpose of this study is to shed light on those elected to positions of power and whether they truly care about the plight of all people in the country, particularly disadvantaged rural communities. According to Boubacar and Boas (2013), the situation in Mali is the result of the taste that political leaders have developed, as well as the need for resources, which leads them to diverge and become irrational. Overall, this is the realistic situation that many countries face, where instability is rampant in the life of the nation, given the impact of resources on nation-state socio-political systems.

## 2.4.1 Democracy and Poverty Exacerbate Inequalities

One of the tenets of democratic states is that the majority of the population should benefit and have their quality of life improved. In short, there should be coordinated efforts to eradicate poverty. However, other democratic states, such as South Africa, are characterised by high levels of poverty and inequality, giving the impression that some form of clientelism prevails. The premise is that democracy should help in the fight against poverty, but it is evident that in a democratic state like South Africa, poverty is

so widespread, particularly in rural communities, that one would conclude that the country practises too much clientelism.While clientelism may benefit some of the poor, it is said to breed inequity since it excludes people who do not have assets with which to bargain (Schedler, 2002).

It is contended that the poor have fared less well in Latin America or Africa, where the income disparity is often considerably worse (Brinkerhoff and Goldsmith, 2002). Political clientelism may not always result in large-scale redistribution of resources to benefit all people. Patron-client networks play an ambivalent role in the struggle against poverty, as clientelism can benefit some impoverished people while also breeding inequity. More prosperous people who lack patrons due to ethnicity or partisan may also be denied access to work, land, and other production elements. People in a patron-client network use state authority and resources to improve their incomes and livelihoods, yet even network participants may be held back because the exchange relationship is uneven or exploitative (Schedler, 2002).

### 2.4.2 Democracy and Ethnicity

It has been observed that democratic rule may amplify identity politics and patronage (Reno, 1995, 1997; Moran, 2001; Brinkerhoff and Goldsmith, 2002; Schedler, 2002). Under competitive conditions, political leaders require a criterion for distinguishing and rewarding followers while excluding non-supporters. Because ethnicity serves this purpose so well, the patron has an incentive to form a winning coalition by directing resources toward those who clearly share the same background or heritage. An ethnic group is made up of people who believe they have a common ancestry because they have comparable physical features, historical experiences, languages, religions, or other customs. Low-income voters, for their part, may mobilise into ethnic blocs in order to maximise their prospects of receiving specific benefits from the state, given the political dynamics that shape political developments. Political violence was fought around Malamulele, for example, on municipal demarcations, over Vendas and Tsongas ethnic considerations. The violence was so intense that the national government was forced to intervene after substantial property damage and, to a lesser extent, loss of

life.As a result, in any democratic state, the question of ethnicity should not be downplayed. When it comes to service delivery challenges, there are important lessons to be learnt from properly examining how ethnicity is formed. In this context, clientelism is exclusionary and divisive; it disrupts the distribution of public resources and is perceived as ethnic without a proper focus other than to exploit different situations (Lemarchand, 1972).

Where ascriptive affinity, such as ethnicity, characterises the political system and economic landscape, democracy is often compromised (Horowitz, 2014). Interethnic and political conciliation has the potential to be essential in alleviating the underlying realities, and this could help countries where ascriptive cleavages are prominent characteristics of politics, such as Kenya in 2008, given the ethnic tensions that led to the power-sharing agreement. The genocide in Rwanda in 1993, which resulted in millions of deaths, and the Sudan conflicts, which have plunged the country into a cataclysmic catastrophe.

This highlights the importance of making democracy function in order to avoid such outcomes, as the oversharing arrangements between ethnic groups in those afflicted countries have shown to be fragile and uncertain, with little chance of success. Burundi's deteriorating situation, despite the creation of a consociational dispensation in 2005, has brought the country to the brink of civil war between the Hutus and the Twas. There are renewed ethnic tensions, which are detrimental to the country's stability and potential growth. Malaysia has mastered the management of ethnic dynamics through conciliatory ethnic politics, which has become the focal point of what they refer to as the Alliance (Haque, 2003).

The ethnic challenges have become an embodiment of values and institutionalised patterns of behaviour based on the historical perspective of a confederation of groups with ethnic, cultural, and linguistic characteristics pursuing social, economic, and political interests (Brookings, 1997). When addressing the challenges confronting our country, it is important to remember that South African society is not homogeneous like that of Botswana, Lesotho, and Swaziland.As a result, postulation should not presume

homogeneity but be aware of the diverse realities that characterise South African society as a result of historical developments and exacerbated by apartheid laws such as the Group Areas Act and similar policies, the repercussions of which are still felt today. When leaders are under siege, they often resort to tribal or ethnic geopolitical zones, which have the potential to exacerbate disparities and sharpen social contradictions, hence sustaining differences and undercutting the need for social cohesion efforts.

## 2.5 CONCLUSION

The chapter conceptualised clientelism, detailing its key elements and how it pertains to the study. Despite the hardships that ordinary citizens endure on a daily basis, the relation between politicians and citizens has developed elements of patronage. South African governance structures bear some resemblance to clientelist conditions, such as a highly unequal society, a large public sector that appears bloated at times and with unskilled personnel in higher positions, widespread corruption, and developed traditional governance structures, to name a few. It is thus considered appropriate that further light be thrown on the operation and functionality of Polokwane Local Municipality in respect to the delivery of services, or lack thereof, to the communities of Seshego and Blood River by using the conceptual framework of clientelism. Furthermore, adopting clientelism will help to unpack the seeming erosion of democratic governance, whether covertly or overtly. This is especially true in relation to the lack of value of the secret ballot since, as with clientelism, politicians know who voted for them and who did not because they are acquainted with their constituency. As Medina and Stokes suggest, the choice of clientelism is also influenced in part by the fact that its definition is not innocent. Political monopoly dampens (but does not eliminate) electoral competition and provides incumbents with an incentive to stifle both redistributive policies and economic development. Instead of political monopoly, we should have political heterogeneity, which means a lack of dominance by a single political party. Zimbabwe's situation is exemplified by the fact that the ruling ZANU-PF has been in power since 1980. This chapter went into greater detail about clientelism, comparing earlier developments associated with feudalism and dictatorship to modern democracies. It was highlighted

that there are concerns about the precise definition of clientelism, with some authors contending that such a definition is, to put it mildly, elusive. However, the discussion revealed that there is general agreement on the nature of clientelism, which is an exchange or transaction of some kind between the politician and the voter. The discussion then expanded on to a variety other attributes. This was followed by an exposition of apparent lessons and development in the context of South Africa.

In conclusion, given its lasting persistence even in modern democratic states, this study adopted clientelism as the theoretical framework to examine service delivery challenges in Seshego Township and ward 10 villages. Its qualities, for the most part, undermine democratic governance and the value of secret ballot voting. This thesis contends that through working with and through clientelism, valuable lessons about service delivery in Seshego and ward 10 villages within the Polokwane Local Municipality can be gained. As will be seen in the following chapter on the literature review, quite a few issues resembling clientelism are also prominent in the literature review.

# CHAPTER THREE

# LEADERSHIP AND ITS IMPACT ON SERVICE DELIVERY

## 3.1 INTRODUCTION

The chapter examines leadership and its impact on service delivery. It focuses on the conceptualisation of leadership, administrative and political leadership, and the impact of these on service delivery. It is evident that communities are dissatisfied with service delivery. It is a reality that many communities in South Africa confront several challenges as a result of poor service delivery (Tsatsiri, 2008; Dladlisa, 2009; Naidoo, 2011).One of the root causes of community members' problems is a lack of leadership skills (Tsatsiri, 2008; Dladlisa, 2009; Naidoo, 2011; Oberholzer and Diedricks, 2012; Maluka, Diale and Moeti, 2014). It is argued that communities are deprived of quality services as a result of deficient administrative and political leadership.

In comparison to urban communities, the living conditions of those living in predominantly rural communities have never improved since the dawn of the new democratic dispensation. It is also maintained that any endeavour to improve the state of South African local government should, by necessity, concentrate on leadership.

According to Oberholzer and Deidricks (2012:4), "any discussion about ways to improve local government finances and service delivery would be incomplete without a focus on the role of leadership, style and substance, as well as actions and utterances." Leadership is an essential component of effective local governance and development. It has, however, been overlooked as a priority for focused and systematic policy and support intervention. The country needs a crop of leaders with the requisite and appropriate skills to expedite effective service delivery and perform at an optimal level. Leadership is critical in advancing the development agenda and making a contribution to community development. Building the skills and capacity of public officials is a prerequisite for ensuring service delivery (Thabethe, 2011).

In terms of Chapter 7, Section 53 of the Constitution of South Africa, 1996, leadership plays an important role in administration and budgeting, as well as planning to provide priority to the needs of the community, to provide social and economic development of the communities, and to facilitate participation of the national and provincial departments on development. The objectives of local government are explicitly stated in Section 152(1) in Chapter 7 of the Constitution of the Republic of South Africa of 1996. The objectives of local government are to:

(a) provide democratic and accountable government of local communities;

(b) ensure the provision of services to communities in a sustainable manner;

(c) promote social and economic development;

(d) promote a safe and healthy environment, and

(e) encourage the involvement of communities and community organisation in the matters of local government.

Rural communities continue to lack access to basic municipal services. Leadership is a challenge that many communities confront both locally and globally. According to Afegbua and Adejuwon (2012:141-142), the issue of leadership in Africa arises as a result of political, social, and ethnic instability, as well as the prevalence of ethnic, communal, and religious crises. Violence, insecurity, crime, economic recession, and lawlessness are all exacerbated by a lack of leadership skills and good governance. Both the community and civil society organisations in South Africa view poor service delivery because of failed political and administrative leadership.

## 3.2 CONCEPTUALISATION OF LEADERSHIP

Leadership is important for institutional performance in both the private and public sectors, yet there appears to be differences on its true nature and meaning. The concept of leadership is fraught with many challenges ranging from precise definition and key variables (Schimdt, 2010; Skae, 2017). It has been suggested that leadership has received more attention and knowledge than any other topic in the behavioural sciences. One of the most noticed and least understood phenomena is leadership (Mora

and Ticlau, 2007:13).Leadership is said to be the most researched and least understood topic in the social sciences (Burns, 1978; Cronshaw, 2002; Denhart and Campell, 2006; Mora and Ticlau, 2007).

Despite the contention about what has been written to date and what we know, Blanchard (2009) argue that leadership is about unleashing the power and potential of the people and organisation for the greater good while acting with respect, care and fairness for the wellbeing of all involved. Some authors note that a paradoxical combination of humility and professionalism are important in leadership success (Collins, 2001; Volman, 2007; Matveev and Lvina, 2007; McGuire and Hutchings, 2007; Purt, 2012). Leadership must be understood purely in the context of its capacity to resolve problems. Success or lack thereof depends on the effectiveness or otherwise of its leaders. Afegbua and Adejuwon (2012) argue that there is a very urgent need for efficient leadership. Such leadership must be in the hands of qualified, competent, enlightened and honest persons for the overall development of Africa.

Readings of the relevant literature indicate that leadership is less about tracking and measuring progress; it is more about the art of setting a vision and instilling a passion among others for a bold, new future (Ducker, 1986; Etengoff, 2007; Koelbe, 2011). It is also argued, "Despite widespread investment in management and leadership education in both the private and public sectors, such programs will not be successful (Etengoff, 2007). Leadership is not a magnetic personality that can just as well be a glib tongue. It is not 'making friends and influencing people because that is flattery. Leadership is lifting a person's vision to higher sights, the raising of a person's performance to a higher standard, the building of a personality beyond its normal limitations (Ducker, 1986:159).

Managers are charged with operating an organisation and ensuring that it provides useful services to clients and the community efficiently and effectively. While concerned about the present, leaders are focused on the future direction of the organisation, positioning it to take advantage of emerging opportunities, developing new capacities and making it an adaptable, learning organisation. It is further claimed that "there is a

statistically significant relationship between leadership effectiveness and financial stability; the more effective the leader, the stronger the finances (Wenzel, 2007; Walker, 2011; Sharma and Bajpai, 2011; Simmons, 2011). Leadership development occurs over time and it is not a two-day workshop. To continuously learn from their experiences and improve along the way, leaders need to take time to assess and reflect on the circumstances and factors which contributed to the outcome. Leadership is about the people and what together with them do you do, instead of what you do for the people.

Adams (2013) suggests that although hundreds of leadership definitions and theories exist, only a few still focuses on the underpinnings of leadership in a global context and most leadership theories are domestic theories masquerading as universal theories and that the focus of such theories is mainly male leaders' behaviour in the United States of America. Drawing on the work of the Organization for Economic Cooperation and Development it is suggested that leadership is a critical component of good public governance. Leadership is a crucial variable that leads to enhanced management capacity, as well as organisational performance. Strengthening leadership as the solution to national public challenges is at the heart of strategies to enhance good governance in the OECD Member States. Leadership strategies need to be based on a clear diagnosis of the national challenges being faced, and the current characteristics of the public sector culture (OECD, 2001).

A distinction is often drawn between two forms of leadership: conservative and innovative. Conservative form of leadership involves studying problems in light of past practices to ensure predictability, reinforce the status quo and minimise risk. In contrast, an innovative form of leadership is characterised by feeling comfortable in fast-changing environments; being willing to take risks and considering new and untested approaches (OECD, 2001). It is suggested that the two should not be seen in strictly dichotomous terms as watertight and exclusionary. Leaders should also be strategic in the sense of taking a long-range, broad approach to problem-solving and decision making through objective analysis, thinking ahead and planning (Wenzel, 2007; Walker, 2011; Sharma

and Bajpai, 2011; Simmons, 2011). A leader strives to maintain a low-key, understated and quiet interpersonal demeanour by working to control your emotional expression.

There should also be technical expertise in a leader through acquiring and maintaining in-depth knowledge in your field or area of focus; using your expertise and specialised knowledge to issues and conclude.

Northhouse (2004) views leadership as a process whereby an individual influences a group (organisation) to achieve a common goal. This process implies that a leader affects and is affected by his or her followers. Behn (2006) insist that leaders' at the most rudimentary level should be able to "determine what key failures are keeping the organisation from achieving its mission". What is the most consequential performance deficit and how can this be improved. This is at the core of leadership for without such abilities poor performance will be tolerated at best or at worst be condoned. In South Africa, there is also well-developed literature on leadership and that which is relevant to public administration. Discussing the challenges facing leaders in the public service, Vil-Nkomo (1998:20) notes, "A need exists to develop new skills of leadership at the same time and to be in a position to address the salient issues of conflict of interest. Technical or functional skills are no longer sufficient. Leaders are required to be strategic, to lead beyond boundaries, and more importantly to keep sight of the vision ahead with their feet firmly on the ground".

According to Colman, (2011), leadership is about being the most effective person by utilising the available human resources and personnel power for strategic influence to secure progress and become effective. Leadership, therefore, is about engaging the community; assessing impact or challenges; check structures consensual engagement, and check budgets allocated and plans available. In addition, the key to leadership is to check the extent to which power and political administration are constrained or fettered such that over time there has not been meaningful shaping and changing of the situation. Wart (2003:214) suggests that "in organizations, effective leadership provides higher quality and more efficient goods and services; it provides a sense of cohesiveness, personal development, and higher levels of satisfaction among those

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conducting the work; and it provides an overarching sense of direction and vision, an alignment with the environment, a healthy mechanism for innovation and creativity, and a resource for invigorating the organization". It should be noted that among the various factors and challenges that affect inefficiency and ineffectiveness in local governance and proper functionality of municipalities is the issue of leadership. This aspect will be dealt with extensively in the research and interrogate in particular why, amid known leadership challenges, a significant number of municipalities, especially those that are predominantly rural, continue to face numerous service delivery challenges.

## 3.3. THEORIES OF LEADERSHIP

Schmidt (2010) strongly argues for differentiation of leadership from management, although they are related. Management relies more on planning, organisational and communication skills. On the contrary, leadership relies on management skills too but more so on qualities such as integrity, honesty, humility, courage, commitment, sincerity, passion, confidence, positive attitude, wisdom, determination, compassion, and sensitivity. The search for good leaders is a contemporary holy grain, and a global industry around leadership development has been vague for some time. It is a major focus within the public sector internationally. The area of leadership consists of quite several theories that attempt to capture the breadth and width of the field. The emphasis by authors is on five theories and others talk about eight. However, it appears to be a consensus that the theories can be summarised into three main categories (Spencer, 1884; Weber, 1905; Fiedler, 1967; Greenleaf, 1997); Locke, 1991; Heifetz, 1994; Bass and Bass, 2008). The four broad theories are outlined as follows:

- Trait Theory;
- Situational Theory;
- Functional Theory;and
- Behavioural Theory.

In addition to the theories stated above, there is contingency theory, participative theory, management theory, and relationship theory, all of which are nested in the three main theories discussed in detail below.

### 3.3.1 Trait Theory

This is often suggested as borrowing more from psychology with leaders having innate leadership qualities and is associated with the "great man" who rises above all and lead nations and organisations (Locke, 1991; Heifetz, 1994; Bass and Bass, 2008; Riggio, 2008).The major drawback of this theory is that it is purely psychological and is problematic in the sense that leadership qualities are compromised. Essentially, it is argued that leaders are born but it is also acknowledged that such leadership qualities can be learned such as tenacity, initiative, motivation, and energy. While acknowledging the role of education to harness leadership qualities and skills, there is an overemphasis of innate qualities, which can be likened to kingship and traditional authority.

The issue of Kingship and Chiefs *(Magoshi )*in South Africa, which is recognised through the Department of Cooperative Governance, Human Settlement and Traditional Affairs, and within which municipalities fall seems to recognise the trait theory as chieftaincy is hereditary and plays some role in the operations and functionality of municipalities. This is an important area that will be explored in greater detail in this study, the balancing act between Trait Theory and local government in terms of municipalities.

### 3.3.2 Situational Theory

In this theory, it is argued that the times produce the person and not the other way round. It is derived mainly from the social scientist in contrast to psychologies that are at the heart of the trait theory. There is an interaction of leadership style and situational favourableness (Spencer, 1884; Gibb, 1970; Bass and Bass, 2008; Wolinski, 2010). It is further argued that in a situation where the leader is the most knowledgeable and experienced member of the group, an authoritarian style of leadership might be most appropriate. In other instances, where group members are skilled experts, a democratic

style of leadership would be more effective (Spencer, 1884; Gibb, 1970; Bass and Bass, 2008; Riggio, 2008; Wolinski, 2010).

South Africa as a democratic state draws much from the situational theory that recognises the role of those who lead and those that are led in the sense that citizens are taken as valued participants in the affairs of municipalities. In the absence of citizen participation or neglect, violent protests that lead to massive destruction of property and worse at times loss of human life are often the order of the day. Again, the critical point to make here is to see the importance of both those that are led and those that lead. In an ideal world, this works well, but in the real world, it is often the case that leaders seem to undermine and undervalue the knowledge and skills of ordinary citizens, which should not be the case.

### 3.3.3 Functional Theory

This theory argues that the leader's main job is to see that whatever is necessary to a group needs to be taken care of; thus, a leader can be said to have done their job well when they have contributed to group effectiveness and cohesion (McGrath, 1962; Hackman and Walton, 1986; Bass and Bass, 2008; Riggio, 2008; Wolinski, 2010). In essence, the responsibility of the leader is to see to it that the group gets what they want in a functional sense. The advent of performance management systems where employees compile well-drawn performance contracts, which outline key activities undertaken throughout the year, is largely informed by the Functional Theory. In the case of municipalities and local government, it would mean that the municipal manager has a detailed contract outlined, and the mayor will see to it that is fully implemented. Those reporting to the Municipal Manager like Chief Financial Officers and Directors of the infrastructure programme, community development, water and sanitation will likewise have well-drawn performance contracts.

### 3.3.4 Behavioural Theory

At the centre of Behavioural Theory is the fact that issues are very structured and there are clear procedures to follow. Leaders ensure that all the steps have been followed before sending it to the next level of authority (Weber, 105; Lewin, 1986). It is suggested that universities, hospitals, banks and government usually requires this type of leader in their organisations to ensure quality, increase security and decrease corruption (Lewin, 1986). South Africa lately is characterised by widespread corruption as detailed in the Public Protector's report of 2015 - 2017 and this is captured in the Annual Reports of the Auditor General for the past 4 years. However, with the new leadership in place since February 2018, there are indications that things will change for the better. Again, the issue of leadership is important within this theory (Auditor-General, 2018). Behavioural Theory is not that substantively different from Functional Theory as there are clear structures and procedures to be followed but issues of integrity are critical here.

### 3.4. APPROACHES TO  LEADERSHIP

There are three main approaches to leadership outlined below as follows.

- Transactional;
- Transformational; and
- Authentic.

Constructive transactional leadership style develops well-defined roles and expectations to achieve outcomes and involve "give-and-take" between the leader and the follower. Transformational leadership is where intrinsic motivation is coaxed or encouraged in some ways to followers by leaders. Bass (1985) said that a leader is someone who can motivate people to do more than what they could do and make them go beyond their individual interests for the good of the team or organisation. According to Hickman (1997), transformational political leadership create and sustain a context for building human capacity by identifying and developing core values and unifying purpose, liberating human potential and generating increased capacity, developing leadership

and effective followership, utilising interaction focused organisational design and building interconnectedness.

The articulation of Hickman (1997) points to the reality of leadership impact on vision, mission, goals, culture and abilities to serve and a sense of purpose. The reality being that trusted and reliable leaders generate commitment, inspire followership and commit everyone to the shared purpose. Political leaders create and deepen culture, which influences commitment, performance, productivity, self–confidence and ethical behaviour (Saffold, 1998). Schein (1985, 1995), argued that a leader's beliefs and values shape organisational culture and then such a culture is taught to other members. In this regard, the value system displayed by former President Mandela and his generation greatly laid a basis for South African society to emulate, and everyone refers to his legacy. According to Bass (1985), leaders exude power and influence followers through visionary means.

The profound purpose for which the organisation strives must be extended beyond self-interests and individual lifetime and benefit human beings over the long term (Cameron, 2003). This indicates the need for quality relationships built by leaders for perfect execution and performance.

Avolio et al. (1991) call the four (4) I's that are central to aspects of leadership as variables of significant impact and are:

- Individual consideration (stimulating motivation mainly through performance and rewards that meet the individual's value proposition);
- Intellectual stimulation (questioning the status quo and seeking innovation and continuous improvement);
- Inspirational motivation (articulating a desired future and how to achieve it); and
- Idealised influence (gaining trust, respect and confidence with high standards of conduct to be a role model).

According to George (2007), authentic leaders demonstrate a passion for their purpose, practise their values consistently and lead with their hearts as well as their heads. They establish long-term, meaningful relationships and have self-discipline. They know who they are. At the core of this view of leadership, behaviour is consistency between espoused practice and practice in action (George, 2007). The point being made by George (2007) is sorely lacking in some of the current leaders in South Africa.

### 3.4.1. Political Leadership

Political leadership is the elected component that needs to display integrity and accountability and are charged with the mandate of distributing power and resources and ensure management thereof. They are empowered to make decisions that would have a far-reaching and great impact on the well-being of the nation and are expected to put the interests of the people first than theirs. Since well they have been assigned the power to manage public affairs, they should take responsibility for the success or failures of their decisions. They have a mandate to build the nation and as such, social cohesion should be driven by them to harness societal energies for the long vision, and the perspectives are also shared by Langlais (2004).

Durkin (1996) asserts that political leadership should be based on the human social functioning that experts them to have the ability to represent and interpret the social world. According to Operario and Fiske (1992), social cognition of micro and macro emphasis provides an integrative perspective necessary for political leadership, so that they could examine variables that impact our ability to lead. In this regard, behaviour and values in leadership is essential, given its capacity to develop a culture of service to the people. This is further evidenced by the work done by Schein (2004), indicating that espoused values, processes, behavioural, emotional and cognitive elements displayed by political are important because they determine the extent to which they could influence performance and, as such, produce the desired results.

According to Hofstede (2001) cultural dimension that analyses political leaders behaviour, points to the following dimensions that must be demonstrated to show theoretical capacity thus accounting for the ability to lead or be a good leader. The importance of leaders understanding the power distance, uncertainty avoidance, individualism versus collectivism, masculinity versus femininity, and long term versus short-term orientation is further elaborated. These scenarios account for challenged political leadership in many respects because many are unable to show these traits and therefore lack a theoretical base of their public responsibility and the culture of critical thinking based on appropriate exposure to literature and practice is key. Tirmizi (1998) state that culture is an important contextual variable that influences the expression and effectiveness of leaders. Political leadership should be able to connect with the people and their cognitive processes while evolving with society for better leadership.

Political leaders should display the following characteristics, charisma and conscience, integrity and honesty, empathy and sympathy, loyalty to the nation, statesmanship, good communicator and sound inter-personal skills, community and coalition's builder (Connors, 2016). It is suggested that corruption in government, which must also be blamed on leadership, negatively impact economic growth: "Part of what constrains government's ability to effect transformation and drive growth are the high levels of corruption and capture within the system. Corruption feed into increasing costs of doing business in South Africa, with inefficient state-owned enterprise driving up utility costs. That means less investment and no jobs in the economy. Therefore, there is a real connection between dealing with the issues of state capture and growing the economy (Ndebele, 2017:1).

One of the important ingredients of political leadership is ethics and integrity. There must be ethical leaders who can also be referred to as "leadership of integrity". This is particularly the case in South Africa within the backdrop of recurring (and at the time, intensified) community-based protests and pending local government policy reform. The Republic of South Africa has drawn increasing attention from the international

community for its new approaches towards solving a variety of problems and thus enhancing good governance in Africa in general. Such problems include, but are not limited to, poverty and systemic corruption (Dladlisa, 2009).

The manifestations and consequent dangers of poor governance, as well as strategies to instil good governance in municipal functionaries, are also identified. Constitutional strategies include the Auditor-General and the Public Protector. It is argued that preventing unethical conduct such as corruption assists in raising municipal revenues and thus towards improved service delivery. Dladlisa (2009) concludes by asserting that big, corrupt actors must be named and punished to convince an already cynical citizenry that the avowed anti-corruption drive is more than just lip service. It is, accordingly, important that one of the "first big fish" should preferably come from the governing party to ensure that the party is not accused of protecting its members against charges of corruption.

Ndebele (2016) like many others argue, "Massive unemployment, an increased disease burden, slow economic growth and inequality are a mixture of resulting from poor political leadership. The entire situation has resulted from failures in leadership." The challenges of leadership at the national level account for the socio-economic realities characterising the national landscape like unemployment and extreme levels of poverty. Effective leadership will have taken care of the material conditions of the majority of people and enhanced economic growth, and tried to reduce inequality among the people of the country. According to Jonas (2017), the reason government is not addressing the economic problems facing the country is due to poor political leadership and what is referred to as economic illiteracy. "One of the signs of poor political leadership is the weakening and strengthening of the rand by economic trends and forces. Essentially, it reflects very serious challenges in understanding the challenges we face (Jonas, 2017).

Political leadership is about the social influence process in which the organisational goals are reached or achieved through voluntary efforts of the subordinates induced by

the leader (Craig, 2005). Robertet al., (2004), attests to the fact that leadership involves complex interactions among leaders, followers and situations. Legitimate leaders are elected through democratic processes and thereafter would have the credibility to make decisions and become true representatives of the people. Agude (1995) stated, that leaders get into office through different means, some are imposed like in Nigeria during the periods of coup d'état. Whereas some emerge through demonstrating qualities over time.

Political leadership is expected to ensure conscious management of structures of power to enhance legitimacy and good governance (Hyden, 1992). This emphasises the need to build strong networks and increased possibilities of exchange of ideas with the people, to attain the set goals or targets. Challenges are related and are traceable to political leadership and their level of consciousness (Seteolu, 2004).

According to Isekhure (1995), political will is the genuine compelling force for good leadership based on the ability to do the right things that are relevant to society and attainable goals of national significance. Democratic leaders who led revolutions in their countries are the best examples in this regard, conversely, those who are not democratic have in perpetuity inflicted pains on their people to secure and concentrate power (Kamantu, 1993). In this regard, it becomes very important that leaders can build trust and restore hope so that challenges facing society could be tackled with the people, and therefore leadership should be characterised by mental magnitude to improve the quality of politicking and serve the people with honesty and integrity. According to Obasanjo (1993), political leaders should enhance good governance based on accountability, transparency, predictability, promotion of human rights, adherence and appreciation of the existing law. Moreover, through that, the quality of leadership improves and the future becomes certain.

According to McCuiston, Wooldridge and Pierce (2004), political leadership should invest in diversity to ensure superior performance, loyalty, strengthened relationships

and measurable progress. This needs effective political leaders who would be able to align their moral compass towards realising fairness and integrity. The building of social capital is an essential aspect that strengthens the resource base hence human capital remains and continues to be the focus of any leadership for organisational progress and development (Davenport and Daellenbaach, 2011). Hence, participative political leadership is associated with effectiveness and ingenuity with a purpose (Likert, 1961).

### 3.4.2. Administrative Leadership

The administrative leadership is the component of appointed officials who were assigned administrative functions and can trigger causes of actions and tasks and have the capacity to sustain and establish systems that are essential for operational functions of institutions. According to Gardineer (2016) and Talan (2016), administrative leadership is critical in making sure that the systems are functional and perform at the operational and strategic levels. In addition, is characterised by operational and strategic leadership as key aspects that pursue the shared vision, goals and set activities. It is about influence in working relationships among leaders and followers to ensure outcomes of their shared purpose (Daft, 2011).

This leadership should demonstrate the characteristics such as being ambitious to implement approved plans, results-oriented and focused on details, they should be experts in their areas of work, inclusive and accommodative in their approach to processes, strive for partnerships, analytical and critical in their engagements, systematic and robust, and be good communicators. It is characterised by facilitation, guiding and encouraging in pursuit of the agreed goals (Ackoff, 1999), and that it seeks to ensure the availability of appropriate resources to enable actions of the enterprise (Wren, Bedeian and Breeze, 2002). Fayol (2002) stated that administrative leadership is in charge of the staff making it the perfect machinery of processes.

Communication to employees to make sure that they understand their shared responsibility and get focused on the purpose of their organization remains the important function of administrative leadership. Breen and Markey (2015), argue that

infrastructure is critical for social and economic benefits and this need administrative leadership to ensure that systems also provide clean or consumable water that continues to impact the quality of the lives of the people. This is expected notwithstanding the challenges of the system faced by many municipalities throughout the country. Furthermore, through proper revenue collection and management, smooth running would be ensured at it evident that without financial resources, there could be no sustainable and effective provision of services and sharpening of systems for administrative success.

The literature points to the importance of effective administrative leadership in municipalities (local government) to deliver services to communities and promote economic growth. Ineffective administrative leadership on the other hand leads to poor governance. The manifestations of poor governance in municipalities include poor financial management, ill-advised appointments and misguided patriotism in service delivery. The consequences of poor governance in local government include high incidents of violence, a decline in municipal services payments and the consequent deterioration in service delivery (Dladlisa, 2012; Oberholzer, and Diedricks, 2012). It is herein argued that municipal functionaries must be able to identify the manifestations of bad governance for them to serve as effective whistle-blowers. The role of the national integrity system as a strategy for combating the manifestations of bad governance is also identified.

The national integrity system refers to the holistic approach (or various strategies) for instilling good governance amongst municipal functionaries. These include an anti-corruption strategy for local government (also known as "a local government integrity system"), constitutional strategies and exemplifying ethical behaviour by municipal functionaries. According to Stimson (2005), ethical policies affect performance and as such ensuring ethical management at the process level enhances performance and benefits management. This is evidenced by the ethical culture that would exist and benefits everyone involved like management, customers and employees.

Administrative leadership would have to develop emotionally intelligent leaders whose behaviour and conduct would impact the organisation and sharpen interpersonal skills, ensure suitable engagement given the levels of trust they would have created (Gregory, 2010).

The Public Service Commission (PSC) believes that effective public service leadership plays a pivotal role in the promotion of intergovernmental relations. In the absence of this effective leadership, government institutions are likely to continue working in silos, regardless of the enabling frameworks that have been put in place (PSC, 2010). In this context, the concept of leadership is not only limited to the roles and responsibilities of individual senior managers and heads of department. Through these leadership roles, the responsible sphere is expected to ensure that particular content is injected into and strategic direction provided to intergovernmental work (PSC, 2010). Lapses in the execution of these roles may compromise the rest of the intergovernmental relations value chain. It is, therefore, important to ensure that how these leadership roles are exercised is monitored to identify areas of strength and to address the weaknesses that may exist.

According to Cole (2004), different types of leaders who play and provide different leadership functions based on their inherent qualities and they are worth noting, situational, charismatic, traditional, laissez-fair, autocratic, participative and transactional. Cherry (2017) distinguishes other types of leadership as authoritarian or autocratic, and transformational. According to Marume (1988), the administrative leadership should have the following attributes that define the good character of such leaders who have to make things happen. They should have the ability to be objective, thorough and impartial, have personal interests in subordinates, led by example, be strict and sympathetic, balance theory and practice, be able to plan, organise and direct, be able to motivate and organise. This points to the essential leadership and necessity of their actions, which spawn individuals and groups into actions, and therefore they are

expected to remain eternal students of practical continuity. The administrative leadership needs to have technical, human and conceptual skills that could be used for proper management of the system (Katz, 1974).

## 3.5. FACTORS AFFECTING POLITICAL AND ADMINISTRATIVE LEADERSHIP

There are elements that either enhance or impede leadership styles, and these aspects should be explored in order to facilitate effective leadership practices. The following discussion does not claim to be exhaustive of all the aspects that influence leadership, but rather concentrates on the most apparent and prevalent ones.

### 3.5.1. Training and Expertise

Leadership is very important to service delivery, political and administrative leaders should ensure appropriate policies and legislation to enable processes, provide and drive vision and missions of organisations, develop and approve plans for programmes to be elaborated, ensure proper monitoring and evaluation, make quality decisions and pay attention to details, allocated appropriate resources for adjustments and implementation. Without all that, the probable impact in service delivery will be unsatisfactory if not seriously affected without any meaningful progress and impact. Hence, leadership training is central and without which the accumulation of required experience is a highly priced element difficult to procure through the knowledge acquisition process.

The lack of implementation of Integrated Development Plans in municipalities is therefore not arising from an absence of guidance and legislation, it emanates from lack of capacity, skills and accountability. Municipality leadership can demonstrate their positive behaviour through several actions. They can influence and guide the development of credible action plans to address the internal control deficiencies of audit findings and establish key control processes (Green, 2016; Gqaji, Proches and Green, 2016). Municipal managers must also monitor the action plans, key control processes regularly, and hold individuals accountable when the action plan targets are not

achieved and the key control processes are not executed accordingly.  Leadership must therefore develop and monitor a relevant and user-friendly dashboard to ensure that progress and performance information is tracked.

### 3.5.2. Roles and Responsibilities

The first and most important task of the municipality's leadership is to achieve alignment between political and administrative leadership. In most cases municipal governance, effectiveness and sustainability break down due to tensions, lack of alignment or poor role clarification between politicians and officials (Volman, 2007; Pillay, 2008; Visser, 2010; Petterson, 2014). Once such alignment has been established, a key task is to put in place internal controls to monitor income and expenditure flows. This includes putting in place a strong internal audit function and an audit committee. The problem of conflating roles and responsibilities and worse political and administrative office are often dire. It results in a municipality being 'rewired' in a very damaging way. The normal lines of political accountability do not apply and the administration takes on a strangely dominant role in the municipal polity. Anecdotes of municipal officials taking political precedence over their mayor and the resultant comedy of protocol as well as the so-called 'untouchables' in the administration have become a source of great hilarity in local government(Volman, 2007; Pillay, 2008; Visser, 2010; Petterson, 2014). However, the sad reality is that the municipalities where this phenomenon manifests itself often decline into utter bureaucratic and political paralysis as a result of sliding staff morale and perennial power struggles. It does not take long for this bureaucratic and political misery to spill over into service delivery. Ultimately, communities bear the brunt of this political mismanagement.

The Municipal Systems Act (MSA) and Municipal Finance Management Act (MFMA) provide important guidance on the operation of the governance framework. The employees do not keep up with the changing local government environment through ongoing training and development (Van Wart, 2003; Denhardt and Campell, 2006). There is also poor management of vacancies and acting positions. The biggest

challenge for local government, therefore, is to attract, retain and develop qualified competent people across all areas of the organisation (Wenzel, 2007; Visser, 2010; Sharma and Bajpai, 2010). High vacancy levels and key positions being vacant for long periods across the municipalities invariably result in poor performance.

The last area that leadership must develop and monitor closely is an effective Information Technology (IT) governance framework. Once again, this is an area of collective responsibility. The starting point to developing an IT governance framework is a business case outlining why the municipality is embarking on an IT governance programme including benefits to be derived. There needs to be strategic alignment between IT and the municipality's Integrated Development Plan (IDP). Governance structures, such as senior management, need to provide guidance and ensure that IT enables and supports the municipal IDP with cost-effective IT services, in a stable, reliable and secure manner. Without clear knowledge of roles and responsibilities and their differentiation across all levels in the institution, one may find political leaders interfering with the administrative functions of the institutions. It is critical to know who to appoint and worse not taking into account the skills and qualifications of the person being appointed to a senior position like executive and or senior management. That proved to be very destructive given the poor performance of many municipalities in the country as reported by (Auditor-General, 2021).

To ensure growth and development regarding municipal service provision, local communities and leaders must have a good understanding of their roles and functions and also be capable of executing their mandate (Kiyaga-Nsubuga, 2008). Local governments are vested with powers to make and implement their development plans; to make, approve and execute their budgets; to raise and use resources according to their priorities; to appoint statutory Committees, Boards and Commissions; to make ordinances and bye-laws; to hire, manage and fire personnel; to manage their payroll; and to implement a broad range of decentralised services previously handled by the centre. It was hoped that this devolution of power would improve service delivery by

shifting responsibility for policy implementation to the local beneficiaries; promote good governance by placing emphasis on transparency and accountability in public sector management; develop, broaden and deepen political and administrative competence in the management of public affairs; democratise society by promoting inclusive, representative and gender-sensitive decision- making; and alleviate poverty through collaborative efforts between Central and Local governments, donors, non-government organizations (NGOs), community-based organizations (CBOs), the private sector and other stakeholders (Kiyaga-Nsubuga, 2008).

### 3.5.3. Monitoring and Evaluation

Development goals cannot be realised unless effective mechanisms are in place to prevent corruption, abuse of office and other malpractices, and unless citizens are genuinely involved in making decisions over their local development agenda. However, citizens cannot participate in public affairs, even over matters that affect them directly, unless they are 'empowered', that is unless their freedom of choice and action is expanded to enable them to have more control over resources and decisions that affect them(Wenzel, 2007; Visser, 2010; Sharma and Bajpai, 2010).The problem is compounded if local leaders who have minimal understanding of their roles and functions, or if they deliberately distort the development process to their advantage. The literature on leadership suggests that a high premium be placed on transparency and accountability and leaders must facilitate popular participation in decision-making and implementation.

### 3.6. IMPACT OF LEADERSHIP ON SERVICE DELIVERY

Many authors argue that leadership in the public sector is at the root of many of the service delivery challenges at play (Baldwin, 2010; Walkers, 2011; Sharma and Bajpai, 2010; Green, 2016; Gqaji, Porches and Green, 2016). It is suggested that there is a causal relationship between leadership and service delivery in the sense that where leadership is effective, there is very little dissatisfaction with services received. The non-existence of leadership skills impacts negatively on service delivery. Baldwin (2010)

suggested that if the public sector is to deliver service effectively and efficiently, change has to occur in the upper echelons and leadership must be held accountable for their outcomes, but not only at the leadership level but at all levels of the organisation.

 Harkins (2017) argues that the impact of leadership lies in the quality of leader's talk, which determines the extent of their power, and it, deepens values with the central one being trusted. Because through that the focus gets sharpened and unstoppable, momentum is created and indeed the quality of the decisions and related processes for service delivery results in tangible processes as evidenced by the flux of change and growth. It is further indicated that the essence of powerful conversation in leadership results in authentic agenda, shared learning and strengthen relationships that bring about qualitative results and sustained processes for development, through which productivity of the institutions or organization are determined. It also influences, organisation, management, behavioural changes and productivity are central features of good leadership required for progress. The impact of political leadership is quite huge in making institutions or organizations succeed in their missions and operations. The converse is true with political leaders who are not effective, the institutions or organisations they lead, their finances are bound to be unsound. There is a trend of wasteful and fruitless expenditures as observed by the (Auditor–General, 2014, 2015). Political leadership plays a crucial role in all spheres of government and at the municipal level Mayors and Councillors are the ones who communicate plans and projects of the municipality to communities and inform them about the key programmes and activities (Mfenguaza, 2007; Tsatsiri, 2008).

According to Jeff Otten (2003), there are people in leadership who are not leaders and managers who exhibit leadership skills but poor management abilities and this too quite often gets blurred. It is further indicated that managers by the nature of their roles, work within defined processes, which delineates their and as such need to function, operate and execute their functions in an organized and clear way. In this regard, true leaders navigate through, strive for vision, values and long term commitments, create positive conditions for socio-political discourse for the benefits of society, and it is further articulated by (Northouse, 2012).

The democratic dispensation needs leaders who are ideologically grounded and theoretically sound to continue establishing institutional capacity to translate ideas and programmes into deliverables. The post-1994, leadership understood succinctly that Reconstruction and Development Programme (RDP) was an important policy process to create opportunities and improve the living standards and security of the citizens (RDP, 1994). Today's leadership has to desire the outcomes of the macro-economic development plan being the National Development Plan, the policy successor of Gear, Asgisa and Growth Path. This policy framework direct leadership in essence to reduce poverty, inequality and underdevelopment. It needs leadership articulations to guide processes of quality services and societal activism, to enhance principles of inclusivity, accountability and good governance.

According to Planning Commission's Diagnostic Report (2011), various issues challenges the government's commitment and such include; increasing rate of unemployment, corruption, class character of South African society, lack of service delivery, the character of the economy and spatial realities. Given all that, political leadership's impact should interpret, contextualize and balance drivers of socio-cultural dynamics and cohesively marshal everyone in the right path of freedom and social justice, because our democracy is loaded with social content. Governance processes should in essence impact positively by deploying resources for growth and development (Isaacs, 2016).

### 3.6.1. Lack of capacity and culture of responsiveness

Going through some of the writings on literature, one aspect that keeps been consistently cited by many authors is the issue of capacity cited by many authors (van der Walt, 2004; Volman, 2007; Isaacs, 2016). It is evident that employees are deployed to senior positions in the public sector of their political credentials rather than technical skills, expertise and merit (Pillay, 2008; Sharma and Bajpai, 2010; Gqaji, Proches and Green, 2016). In the public sector, a large percentage of leadership is employed based on their political association, not necessarily based on their leadership and technical traits. Public sector leadership is more politically motivated.

On the contrary, the private sector assimilates employees based on merit, technical and management capabilities. It is argued that many critical positions in the public sector were made through nepotism and cadre deployment. However, positions should be occupied on technical merit (Naidoo, 2011). It is also suggested that in some government departments there are unqualified people in senior positions who lack management and leadership skills. This result in top officials without the requisite skills and failure to take timely decisions that are also appropriate. Better organizational performance is linked to effective leadership (Sharma and Bajpai, 2010).

### 3.6.2. Accountability failures

It is suggested that where there is a lack of emphasis on accountability and performance efficiency in leadership, service delivery will suffer from no or little consequences for those in leadership positions (Pretorious and Schurink, 2007; Walker, 2011; Petterson, 2014; Rabinowitz, 2015; Isaacs, 2016). The argument is made further that there is a need to have political systems responsible for accountability and performance efficiency as this will improve service delivery. Accountability in some cases is referred to as consequence management in the sense that those who have fallen short on their key responsibilities and functions are taken to task for doing so, that is, they account on their performance (Auditor-General, 2014, 2015).

The Auditor General of South Africa notes, "Instances of unauthorised, irregular and fruitless and wasteful expenditure were not investigated. Effective and appropriate disciplinary steps were not taken against officials who made and/or permitted this expenditure" (Auditor-General, 2014, 2015).

Doug and White (2017), attests to the fact that accountability goes with the delegation and the ability to measure results and progress. And many leaders don't do that and the result is a lack of progress where monies have been returned to the National Treasury and most of them don't even care about the impact of such on the social circumstances of their constituencies. Where there have to be punitive measures taken, this has to be done. In the case of municipalities (local government) if employees fail to carry certain

functions and nothing is done about that, this will lead to service delivery challenges (Auditor-General, 2014 and 2015).

It is very critical that accountability is strived for and maintained within the municipality. According to Glaser and Weber (2010), over-precision and miscalibration do not give the true value with a certain probability and as such relative imprecise inquiries for appraisals of skills and virtue occurs and does not give the actual accountability. In this regard, it beckons that accountability should be enforced to ensure resonance between accuracy and confidence in discharging given responsibilities, which is something that many leaders lack and resulting in poor outcomes or negative impact. Optimistic managers who over-estimate see results (Shefrin, 2001, Heaton 2002, Hackbarth,2008), and those who underestimate experience volatility and entangled systems with unimpressive outcomes (Shefrin, 2001, Hackbarth, 2008).

Gleesen (2016) states that where there is no accountability execution of tasks suffers hence its key to build the culture of accounting for change management that would result in spending thus delivering on the set targets. According to the Auditor-General of South Africa (2014, 2015, 2016) observed that if there are indications of financial misconduct, it should be monitored and thoroughly investigated and decisions/sanctions taken against the perpetrators. It is evident that low morale, unclear priorities, insufficient or declining engagement, ineffective execution, low levels of trust (Hickman, 2018) cause lack of accountability.

### 3.6.3. Performance efficiency

It is indicated that municipalities are not paying much attention to organisational performance management and this leads to inefficiencies in performance and result in a lack of service delivery (Van Dijk, 2007; Walker, 2011; Petterson, 2014). Municipalities must develop key performance areas (KPAs) for their employees and sign performance contracts. Such performance contracts should be periodically monitored to check whether there is progress towards achieving the municipalities' target. Municipalities

must develop key performance areas for their employees and sign performance contracts.

Such performance contracts should be periodically monitored to check whether the targets set are being met or not and develop intervention strategies in cases where targets are not achieved (Public Service Commission, 2015). In some institutions, periodic assessment of performance contracts is done either on a quarterly or bi-annual basis (Public Service Commission, 2015). The important point, however, is, that a performance contract should be in place and more importantly periodically assessed. If this is done properly, it is very unlikely that there would be challenges of service delivery because of employee inefficiency. According to Curristine (2007), leadership is important to ensure workforce mobilization and increased scale of operations, through the quality of political and administrative leadership and creation of culture and systems that allows diversity for innovation for improved performance and efficiency.

### 3.6.4. Supervisors impact on subordinates

It is argued that those in the top echelons of leadership have a direct impact on subordinates both in the public and private sector's job satisfaction as well as productivity and organisational commitment (van Wart, 2003; Denhardt and Campell, 2006; Sharma and Bajpai, 2010). If the impact is negative, subordinates will be less effective and their job satisfaction very low and service delivery will be negatively affected. The age-old maxim that leaders lead by example is pertinent here in the sense that if those in leadership positions show a lack of commitment to their work and display uncaring attitudes to their work, their subordinates will assimilate that and drag their feet in doing their job as nobody cares especially leaders. Leaders should walk the talk in doing what they want others to do (Mandela, 2009).

Leaders should display model of excellence, this will also find expression in subordinates, and a culture of good results is cultivated in the organisation. Often subordinates take a cure from their supervisors do things for compliance sake and often drag their feet in fulfilling their responsibilities. Impact of leadership incorporating the potential of community participation as a possible trend and contributor to more

responsible governance and policy-making. Leaders should create mental models that are based on ideas, beliefs and values, which serve as basic elements that influence energise and vocalise the subordinates in advancing the course of planning and delivery of services to the people (Harkins, 2017).

### 3.6.5. Morality and ethical challenges

According to Waggoner (2010), understanding the importance of ethics will increase the capacity of leaders to adopt ethical leadership, which will be effective and morally grounded. Leadership is about relationships that are sustained by shared moral values of integrity, service, love, respect, honesty and discipline (Hester and Killian, 2010). These are important aspects required for the provision of leadership based on a moral compass and ethical ability to drive the goals and objectives of government institutions which, is indeed a major challenge given human factors that continuously characterise the public administration, thus impacting otherwise on the delivery of services.

The capacity of individual leaders gets adversely affected when sleaze or corruption occupy the centre stage of public administration and management. This is evidenced by the fact that there are leaders who are inspired from their inner moral compass to serve and those who have the desire for self-service, self–enrichment and seek personal aggrandizement. In addition, according to Kroukamp (2007), corruption makes or influences the capacity of leadership in South Africa's public sector and its ability to turn around strategies into corrupt activities. These points are valuable to consider because the South African political leadership is ethically challenged to the extent that the majority's behaviour serves as a barrier to socio-economic transformation. In most cases, the orientation of leadership is more towards the accumulation of wealth than serving the people.

According to Geddes and Sullivaan (2007), the other constraint is the axis between the resources and the devolution of responsibilities, which is often misaligned. As such, leadership lacks the urge to drive the vision and core intentions of the development plans. The levels of poverty are perceived as an evil condition that denies people of

their basic tent of humanity because in many instances leaders are not focused but engaged in corruption, which distorts good human character and blurs values (Okula, 1994). The obligation is to serve the people; hence, the government had enacted the Prevention and Combating of Corrupt Activities Act 12 of 2004. All this require a special character of leaders who are best described as servant leaders who impact the lives of the people tremendously.

A servant leader should demonstrate special skills like listening, articulating and communicating ideas sufficiently (Smith et al., 2004). This special breed is outstanding and is a paragon of moral power. They are slaves of the common good. Mofokeng (1983) stated that we are nothing on earth if we are not in the first place slaves to cause, the cause of the people, the cause of justice and liberty ''. This expression is fundamental for the leaders of the 21st century and public institutions in South Africa to have crests of human excellence so that they could impact people's lives qualitatively. Indeed, this is described as the capacity for compassion, reciprocity, humanity and mutuality in maintaining communities with justice and care (Bekker, 2010). Haily (2008) states that leadership is a multidimensional concept that represents the core of African ontology's such as collective sharing, obedience, humility, caring, hospitality and interdependence.

### 3.6.6. Impact on HIV/AIDS

The political leadership of the country at all levels of society have been able to embark on efforts to fight the pandemic of HIV/AIDS. It ensured the establishment of effective structures at community levels to heighten campaigns and messaging though with mixed feedback. This wave of activism created AIDS Treatment Activists, who formed multi-lateral coalitions both domestically and internationally, and this brought policy changes and a new approach that has substantially allocated resources for treatment. Through that, many lives have been saved, and working with the UNDP, HIV/AIDS Leadership Development Programme was developed and has proved that political leadership is the pillar of the health care system through its influence on the public to

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change health attitudes and beliefs. It is further demonstrated through a process of collecting data from June 2013 to April 2015, in Sub-Saharan Africa (UN-AIDS Report, 2007).

The UN-AIDS Report (2007), states that 5.7 million South Africans had HIV/AIDS or just 12% of the population. This means the country has many people who are positive and need the attention of the authorities. Through leadership, South Africa has been able to change the situation on HIV/AIDS (2013). It was indicated that the country was able to eliminate the mother-child transmissions and has put 1, 9 million people on treatment This has proved that focused leadership and dedicated teams can bring serious changes in the lives of the people when compared with the previous norms of doing things. The District Health System is an example of the partnership that exists between political leaders and citizens in tackling health-related challenges. This system has been developed to bring on board stakeholders to actively participate in matters, and we have seen the establishment of health committees linked to clinics and hospital boards that are mandated to play oversight and governance over health matters (UN–AIDS Report, 2007).

## 3.7. CONCLUSION

This chapter discussed at length political and administrative leadership. The chapter reemphasised leadership as one of the key concepts in this study but more importantly, pointed out that many of the challenges faced by municipalities have more to do with leadership issues than material issues as several authors rightly argue. The chapter discussed various interpretations of leadership that are characterised by different emphasis and points of view in some cases without a consensus. It was pointed out that notwithstanding the various interpretations and disagreements about the essence of leadership.

There is a need to improve the accountability of political and administrative leadership to communities and individual recipients. Criteria must be developed to evaluate leadership capacity and the consequences of new frameworks on leadership.

Leadership in municipalities is very critical, and the executive mayor, the council, municipal manager and senior officials must take ownership and accountability for achieving a clean audit and lead by example.

In respect to governance, the overarching question during the assessment process centred on the effectiveness, capability and integrity of the local political council leadership. Key symptomatic type questions looked at the nature and extent of maladministration and corruption and how deeply have these been contributory factors to the negative performance of administrations and councils. Political and administrative leadership of municipalities and the political structures that surround them should be acutely aware of the disastrous consequences that inappropriate behaviour and political interference can the disastrous consequences that inappropriate behaviour and political interference can have on the functioning of municipalities and therefore on service delivery.

Despite different interpretations, leadership is critical in understanding how municipalities work and function. By looking both at political and administrative leadership, this chapter and the study as a whole intend to contribute to the growing body of literature that attempts to shed led on what needs to be done to improve the functionality of local government and municipalities in particular so the communities get the services that are due to them timeously and efficiently. In the next chapter, the role of politicians, citizens and service delivery as well as development is discussed in detail.

# CHAPTER FOUR

# POLITICIANS, CITIZENS, SERVICE DELIVERY AND DEVELOPMENT IN SOUTH AFRICA

## 4.1 INTRODUCTION

In recent years, service delivery in South Africa has taken a prominent place in the political and socio-economic landscape of the country primarily because of widespread protests both in urban and rural communities (Madumo, 2016; Hilderbrand, 2015). It appears that much faith was placed on the democratic dispensation that came into being in 1994 to provide a better life for all as promised in many of the election manifestos of the ruling party (ANC, 2009, 2014). Unfortunately, the reality of many communities is defined by increased levels of unemployment, inequality and poverty (HSRC, 2011, 2014; Stats SA, 2015). The quality of life for many people has not improved as envisaged during the dawn of democracy.

The role of politicians and citizens in the socio-economic development of the country must be clearly defined. Political leaders should be clear about the vision of the developmental state through which they would build trust, ensure collaboration and motivation of citizens. Political leaders should ensure that the election promises that were made before assuming political office are fulfilled. The same applies to the role of citizens in ensuring that politicians live up to their promises or else they should be voted out of government. The provision of basic services is one of the responsibilities of national, provincial and local government in terms of the assigned powers and functions according to the constitution.

The South African Cities Network (2006: 5), states that local government depends on both national and provincial governments to perform certain functions relating to service delivery. This happens often with fragmentations, duplications or confusion regarding delegation of duties. For example, housing is a joint responsibility between the spheres of government. Schedule 5 of the Constitution of the Republic of South Africa talks to roads and traffic functions with some course of service provision.

Community Survey (2016) conducted by Statistics South Africa, reported about the provincial percentage of households living in owned homes as follows, Limpopo 65,4 %, KZN 62,5%, Mpumalanga 62, 5 %, Gauteng 27,5 %, Western Cape 9,3 % and over and above the 5 million houses provided since 1994.

The Stats SA (2016) report further notes that concerning education close to 17 million individuals were attending educational institutions and show an increasing number of youth obtaining bachelor degrees. On the aspect of health, the report shows a decline in mortality rates and increasing life expectancy. The Western Cape has reported 93, 2% of access to piped water and Gauteng 92, 9%. The Eastern Cape has recorded the lowest at 72, 7%, Limpopo 75, 7% and Mpumalanga 77, 3 %. Politicians and citizens must attend to the basic needs of communities.

Hertting and Vedung (2012) indicated that coordination is of essence between stakeholders as an important tool that brings together various expertise, perspectives and capacities. Their inputs generate a much more holistic comprehension of possible solutions and therefore strengthens networks require for better exchange of information and planning. These interactions are crucial to managing complex matters related to policy implementation and political dimensions through collaborative networks.

Hertting and Vedung (2012) further argue that, for successful cooperation to occur, the prerequisite becomes mutual monitoring of the cooperating partners to enhance accountability and supportive actions. Hoang (2017) contends that the degree of exposure of the citizens to integrated and sophisticated networks largely with cosmopolitan cultures of services and servicing industry driven by the government would make them set a high standard of expectations. The services to be provided would have been of good quality and result in excellent delivery of services (Yakimova, 2017).

The service delivery culture and quality encourage competition in the public sector and that contributes towards clients' satisfaction (Zhu, Webber and Benson, 2010). The quality of services determines the nature of relations between the municipality and the citizens and this influences attitudes and perceptions ( Wu, Zhu and Xu, 2000).To a

larger extend in society social order determines the actual approach to service delivery and more often the quality is determined by their social standing.

The multicultural traditions mark relations in society and influence the people attitudes and relations with their government (Freeman and Lindsay, 2012). Politicians are persuaded to handle the people with respect and kindness it impacts positively on service delivery. Service delivery is also influenced by factors such as quality and perceptions, service challenges, the reward system used largely to motivate and influence the role players. These factors determine comparative context and narrative about the impact of decisions made to ensure the provision of services through cooperative interaction between political leaders and citizens (Yin, Zhu, Freeman, Tamer and Cavusgil, 2017).

## 4.2 POLITICIANS AND SERVICE DELIVERY

Politicians play a significant role in service delivery, and they also approve budget allocations for their respective ministries and municipalities. Secondly, they ensure that administrators and bureaucrats facilitate the efficient and effective spending of allocated budgets. The viability of institutions and organisations for strategic and operational efficacy requires political leadership that would ensure effective oversight to maximise human capital for increased outcomes (Skaggs and Youndt, 2004). Facilitation of strategies, an establishment for the necessary structures and agreement on the set priorities, would ensure responsiveness and implementation that would ensure delivery in terms of the agreed development plans (Van der Merwe 2004, Gulati and Oldroyd, 2005).

Appropriate delivery of services to the people involves a proper and clear understanding of the leadership aligned with the needs and expectations of the constituency (Nash, 2004). Political leaders should and must address the attitudinal challenges that often hinder delivery because poor leadership result in poor service delivery (Fagbeni, 2006). The democratic breakthrough brought about constitutional democracy, and it has provided a reasonable platform for citizens to express their satisfaction and dissatisfaction with the quality of the services provided (van Donk, 2011). The service

delivery process is driven by political leadership notwithstanding the unstable character of municipal institutions even though they are the coalface of interaction with the people, with possibilities of political deviance and dissent (Booysen, 2012). The capacity of political leaders determines the pace and impact of service delivery systems. The following section discusses issues that are key in assisting politicians to facilitate service delivery in communities.

## 4.2.1 Accountability

For good governance to take place and service delivery improved, accountability in politicians is very critical as the absence of that results in wasteful and fruitless expenditure (Auditor-General, 2015, 2016). Lack of accountability and performance inefficiency from politicians regarding service delivery impact negatively on the citizens without consequences management for those in leadership positions (Pretorious and Schurink, 2007; Walker, 2011; Petterson, 2014; Rabinowitz, 2015; Isaacs, 2016). It is further argued that there is a need to have political systems responsible for accountability and performance efficiency as this will improve service delivery because accountability is legislated within the legislative framework of public finance management.

Accountability in some cases is referred to as consequence management in the sense that those who did not execute their duties and functions are taken to task for non-performance (Auditor-General, 2014/15). It is stated, "Instances of unauthorised, irregular and fruitless and wasteful expenditure were not investigated. Effective and appropriate disciplinary steps were not taken against officials who made and/or permitted this expenditure" (Auditor-General, 2014/15:156).

 In terms of municipalities should employees fail to carry out certain functions and there are no consequences, poor service delivery will be inevitable (Auditor-General, 2014/15:156).

It has been noted that politicians are contravening the law because they affiliate with the ruling party. They enjoy the benefit of being protected by senior politicians even if they

have engaged in activities that are economically not sound and unethical (HSRC, 2012; Public Protector, 2014, 2015). Some politicians act with impunity knowing well that they will be shielded and defended by their political masters. The South African presidency introduced performance management contracts in 2009, where ministers sign a contract with the president and will account according to the terms and conditions of the contract (Presidency, 2011).

## 4.2.2 Spheres of influence (Operation)

There is an argument for both political and administrative officials to achieve alignment so that there is no political interference. The reality is that too often municipal governance, effectiveness and sustainability break down due to conflict, lack of alignment and poor role clarification between politicians and officials (Visser, 2010; Pillay, 2008; Petterson, 2014; Volman, 2007). As soon as there is alignment the main objectives will be to put in place internal controls to monitor income and expenditure. This includes putting in place a strong internal audit function and the audit committee. It is argued that politicians meddle in the administrative operations of their institutions denying administrative managers their space and independently to implement the plans. Such interference is believed to be detrimental to the effective and efficient running of the institutions. Without clear knowledge of roles and responsibilities and their differentiation across all levels in the institution, one may find political leaders interfering with the administrative functions of the institutions, and such occurs institutions suffers in terms of ethics and performance for accountability.

Rouban (2012) posit that the politicisation of public service refers to government activities, where the appointment and career of those in the service are subjected to political will. Politicisation could be regarded as a means through which government leaders interfere with the administration of specific public institutions on the instruction of a political party to which they are affiliated (Madumo, 2016). There is a need for a clear delineation of what politicians can and must do and those aspects that don't fall within their sphere of operation. It is argued that the administrative arm of local government should be free from political interference because services in municipalities

should be equitably distributed and not provided only to individuals who have a partisan interest" (Madumo, 2016:84). Failure in this regard compromises the functionality of the municipalities. In addition to that, some of the municipal officials flounder the supply chain management regulations in a bid to favour the awarding of the procured services to the people aligned to the governing party within the respective municipality(SA Local Government Research Centre, 2014:28).

## 4.3. CITIZENS ENGAGEMENT AND SERVICE DELIVERY

Studies identify citizen engagement as vital in the delivery of services to communities (World Bank, 2003; Gaventa and Barrett, 2010; Fung, 2003; Landemore, 2012; Rauch and Evans, 2000). Public participation plays a notable role in the improvement of service delivery. The next section will cover four areas regarding improvement of effective service delivery, serving the public interest, enhancing legitimacy and strengthening accountability.

### 4.3.1 Improving the effectiveness of service delivery

Citizens have a better idea about the services they need and as such can help service providers to better understand their requirements and identify solutions (UNDP, 2013). Citizens possess indigenous knowledge about their circumstances, and soliciting information from them will assist institutions in harnessing local knowledge in the development of local communities (Fung, 2003; World Bank, 2003). Indigenous knowledge may help in tailoring public services to the specific needs of the communities. Such knowledge is important in the sense of bringing an insider perspective to issues at hand. The insider perspective as provided by the citizens should be balanced with outsider perspectives such as those of researchers and development practitioners which most of the time is objective and distant from the daily occurrence in the communities' concerned (Hall, 2009; Williams, 1983).

It is suggested that local citizens should be considered as knowledgeable in their own right and such knowledge should assist and enhance service delivery (Gaventa and Barrett, 2010). The role of citizens is important because they assist in assessing the

relevance and effectiveness of service delivery (UNDP, 2013). Local governments should demonstrate social innovation capacities given the increased responsibility placed upon them to ensure comprehensive responses to societal challenges and problems. Insufficient financial resources and inadequate capacity constraints should be addressed by encouraging community participation (Bartlett and Dibben, 2002). The mechanisms and approaches to service delivery ought to be based on social innovation that places citizens at the centre through active participation and to suggest possible solutions regarding poor services delivery. Sorensen and Torfing (2011) argue that non-community participation appears to be the current prominent understudy of why public service is struggling to address service delivery related challenges.

Hence Stumbraite –Vilkisiene (2010), Verschuere Brandsen and Pestoff (2012), Vamstad (2012), and Djella (2013) contends that for improved quality of service delivery that would lead to higher citizens' satisfaction, it requires governance and community. The citizens should be given information that is adequate and essential for the quality of their participation in the decision-making processes that ensures proper delivery of services (Fledderus Brandsen and Honingh, 2015).

## 4.3.2 Serving the public interest

The role of community participation regarding the municipal budgeting process plays a significant in ensuring service delivery (Fung, 2003; Rauch, Peter and Evans, 2000; Landemore, 2012). There is a need for the mechanisms that will assist municipalities to recognise and implement the inputs and opinions of the members of the community in the allocation of funds projects and programmes listed in the IDP. It is evident that if there is the opportunity for citizens to participate in the decision-making process, favouritism and corrupt activities are minimised. Clientelistic tendencies will also be minimised if citizens are participating in the municipal budgeting process through public participation processes.

### 4.3.3 Enhancing legitimacy

Landemore (2012:2) argues that "citizen engagement can strengthen state legitimacy by promoting decision-making that reflects shared values and preferences". The reality is lack of community participation will result in the government experiencing legitimacy shortcomings. The non-existence of legitimacy results in citizens being desperate to wait for the term of the current government to end to enable them to vote out the ruling party. The outcome of this process distracts developmental progress and improvement of the standard of living. It is stated that service delivery represents an expression of reciprocal government (OECD, 2011).

There is a link between service delivery and state legitimacy (Carpenter, Slater and Mallet, 2012). For the state to be legitimate it should justifiably ensure that it represents core values in society and remarkably commit to the success of social construction of legitimacy (Beethan 1991, Sarward, 1992). This implies that the state should have the capacity to respond to the needs of the people and its acute value to the everyday lives of the people should be measured. Services are regarded as the expression of content to the social contract and advocating for unity between government and the public (Milliken and Krause, 2002).

Impartiality and distributive justice enhance legitimacy because political leaders ought to be careful and employ a balanced approach, without disaggregating the perceptions of the citizens (Brinkerhoff, Wetterberg and Dunn, 2012). Attributive and relational aspects of state and society relations are essential because it calls on the state to be at the centre of delivery and not be seen outsourcing its functions (Sacks, 2009). The state should demonstrate its coherence, integrated approach and be seen pursuing real goals that are beneficial to society. The state should be seen striking a balance between the politicisation of programmes for party legitimacy and the welfare services, which are seen as a must and the dichotomy thereof have the potential to cause dissent and therefore legitimacy challenges.

### 4.3.4 Strengthening accountability

The other issue that concerns citizens is strengthening accountability which is critical in improving efficiency and effectiveness (Fung, 2003). Accountability is very important in improving service delivery. It is suggested that public officials may enlist the support of citizen initiatives to defend the culture of meritocracy and effectiveness from political interference. Additionally, public officials may rely on citizen monitoring to reduce corruption and strengthen service delivery at the grassroots within their department. Service delivery and ideological development are primary for their capacity to contextualise and advance a developmental agenda based on good orientation (Fox, 2007). Democratic institutions could fail to deliver services because of the inability of politicians to involve citizens on matters of governance.

According to Blanchard (2007), effective organisational leadership is more about managing the journey of change than announcing the destination. Transparency and accountability are key elements that contribute towards successful community participation (Global Integrity, 2010).

Service delivery characteristics depict the managerial and economic implications informed by institutional capacities, which make them not immutable. Budget weighting determines the intensity of transactions that brings about real changes in the living conditions of the people. The frameworks provided contribute towards policy orientation, which is essential to service delivery in South Arica (Pritchett and Woodcock, 2004). The profile of services plays a notable role to manage perceptions. In certain circumstances services are excessively provided because of preferential treatment of communities by politicians. Information asymmetry makes it difficult for citizens to assess the actual improvements, (Eldon and Waddington, 2008). Service delivery depends on the extent of influence and pace of the process of service delivery.

Appropriate engagements of citizens for good governance and quality provision of services is informed by the need to achieve the value of the involvement of citizens, effective ownership and control of the efforts and the promotion of collective approaches to matters of development (Global Centre of Public Service Excellence, 2012,). The

Batho Pele principles are necessary to respond to the paradigm shift of how planning has occurred and relegated other spheres of government to intermediaries of development.

Decentralisation has occurred in South Africa giving tremendous and absolute powers and functions to municipalities and provinces to ensure service delivery and to redress the disparities of the past. The process was not fully implemented because of logistics and financial constraints (World Bank, 2011).

## 4.4. CITIZENS VOICE, PARTICIPATION AND POLITICAL ACCOUNTABILITY

The Constitution of South Africa, Chapter 10, section 195(1), subsections (e), states that services must be provided impartially, fairly, equitably and without bias. It also states that people's needs must be responded to and the public must be encouraged to participate in policy-making. Therefore, mentioned basic values and principles governing public administration plays a notable role in the management of the undemocratic process. Citizens expect responsiveness, accountability and respect from politicians and this, in turn, will minimise public participation disengagement regarding policy-making (Friedman, 2005; Friedman, Hlela and Thulare, 2005).

The political infighting often create challenges and citizens find themselves caught in between and that compromises the delivery of services and results in violent protest. The local government must work towards making sure that over and above provision of services, the eradication of extreme poverty, promotion of better and quality education, combat of HIV/ AIDS, sustainable development, partnerships establishment and health services are achieved (IDASA, 2010). The delivery of services is a process that is politically and administratively led to facilitate and ensure that citizen's participation is enhanced. Political and administrative involvement creates collaboration and ensures the success of service delivery.

### 4.4.1 Service delivery protests

The citizens choose to demonstrate their unhappiness through public protests to raise poor service delivery challenges. The message is sometimes conveyed by

confrontations and the damaging of properties. In most cases, if the municipality fails to respond and meet the members of the community's demands the protests hamper and affect service delivery and stability negatively (Twala, 2014). It is very important to develop the Ward Councillors' leadership and to empower them with skills and. According to Hemson (2009), a growing lack of skills and capabilities within government result in protests.

Munslow and McLennan (2009) also point out that the over-reliance and outsourcing of leadership as the main cause of the protests because in many places the leadership is non-existent. Booysens (2009) attests to the intransigence of the local politicians, like councillors, whose underperformance angers communities and results in protests. According to Drury (2006) and Hoffman (2011), corruption diverts resources and detour the government from its main function of providing services.  Voting patterns of the electorate also gives an indication of dissatisfaction with different political parties. For example, the ruling party (ANC) has seen a significant decline in the number of votes it got over the past years (HSRC, 2014).

In the early years of the democratic dispensation, the ruling party used to get over two-thirds majority but in the national election of 2014, it only secured around 52%. At the same time, opposition parties and newly created ones registered a significant number of votes. For instance, the Economic Freedom Fighters(EFF), which came into being only in late 2013 managed to secure 21 seats in the national assembly which is a tremendous achievement for a newly formed political party. It is evident that the constituency is tired of poor service delivery. For example, during the 2016 municipal elections, the three Metropolitan Municipal Councils - the City of Johannesburg, the City of Tshwane, and Nelson Mandela Bay's different political parties formed coalition local governments (HSRC, 2009, 2014, 2016). Historically, the ANC used to elect their mayors in these metros and currently the metropolitan is defined by coalitions.

The lack of responsiveness and capacity to detect concerns and discontent in communities contributed to the voters' decision-making process. A classic example is

the incidents in Vuwani in Limpopo when more than twenty schools were burned because of poor service delivery and municipal border-related issues (Daily Maverick, 2017). According to the EWN Report (May 2017), the protests at Ennerdale south of Johannesburg were fuelled by poor service delivery. These expressions of dissatisfaction are mirrors of the extent to which the local democracy is in crisis and needs serious political leadership intervention. It is compounded by the operations of the ward committees that are not functional and effective.

It is a reflection of the insufficient capacity of the political leadership because they are the ones who are responsible for the affairs of the committees. The major problem is the system used to identify members of these committees and the majority of them seems not to have experience in community work and are entrusted with the responsibility above their capacity. The current model of local governance is premised on the centrality of the linkages between development, local citizens and service delivery. Moreover, these are organised efforts without which the value chain gets affected and pillars of local democracy compromised.

Brynard (2009) outlines that the objectives of citizens' engagements are the ability to provide information to citizens, get information from citizens, improve public decisions, protect individuals and groups and ensure meaningful participation. It is stated that only 3% of the national population participated in the municipal planning processes, this is a very small percentage, and understandably, many people are engaging in community participation. It is a major concern because members of the communities have disengaged from community participation.

### 4.4.2 Manifestations of corruption

The Municipal Finance Management Act, 2003, directs the political leadership to ensure appropriate and meaningful allocation and use of resources in an efficient, effective and economic manner. Sound financial management is an essential element of service delivery and citizens' satisfaction. Conversely and quite often, there is a reference to corruption and management leading which result into poor performance thus comprising service delivery. The phenomenon of corruption is a major threat to the proper use of

public resources, and it has the propensity to divert them through diabolic practices into meaningless initiatives.

The former Secretary-General Mr Gwede Mantashe indicated there are people in the ANC who loot the government financial resources and when they loot, they destroy the ability of the state to deliver services. According to the (Mail and Guardian, September 2017), corruption is fraying South African social and economic fabric". In this regard according to Bloomberg's Misery Index, South Africa is the second most miserable country on earth.

According to Newham (2014), Corruption Watch Report indicates that Transparency Internationals (2013) global Corruption Perception Index shows that South Africa has dropped in its standing and is now number 72 out of 175 countries heading downwards. HSRC social attitudes survey shows the proportion of people doubling from 14% to 26% between 2006 and 2011 of those who believe that corruption is a national priority and need serious attention. The fundamental societal challenges of unemployment and inequality contribute towards high levels of corruption. Politicians and the Gupta family exposed the country to corrupt activities that were engineered.

Local democracy is designed for the citizenry based on participatory engagement and decision making that is inclusive and depends on the will of the people. The process of service delivery facilitates and enables interactions between the people and political leaders. In Brazil, India and South Africa in particular, citizen's questions criteria used to allocate resources and they are not quite. This mirrors the deepening of democracy and the extent to which citizenry is vigilant and active on matters of societal imperativeness. Equally, they may influence the political leaders without enforceability, and this is determined by the nature and compact of the relationship between leaders, citizens and service providers.

In addition, often clientelistic tendencies occupy space over pro-poor policy efforts and the people's voices get misdirected into oblivion, and this happens mainly where society is socially polarised by non-service issues like ethnicity, tribalism and religion. This allows politicians to pursue their issues at the expense of service delivery The primacy of the citizen's voice cannot be over accentuated because, if it's loud enough it could help government from being captured, hence the citizens access to information, service designs and administrative processes remain the necessary pillar of purpose in relating with their leaders. The effective means of engagement should create an inclusive platform of deliberation with the citizens, informed by a disaggregated understanding of interaction that is more aware of power relations, collective action and wisdom and strategic direction being pursued (Rauch and Evans, 2000).

## 4.5 SERVICE DELIVERY AND POLITICAL CAPACITY

The power relations in society had overtime created contextual factors that shaped the delivery of services and determined the extent of depth to improve the technical and administrative capacity, depends on the political capacity informed by the need to redress the socio-economic conditions and usher in an era of developmental thinking and commitment.

### 4.5.1. Unspent money for development

National Treasury report 2014 and 2015 shows that R43, 5 billion has not been spent by 278 municipalities in the country, which is an increase from R33,8 billion and R35,2billion unspent in 2013 / 2014 and 2012 / 2013, and this indicates the deteriorating ability of local government by 14% (Sidimba, 2016). This gloomy picture, which affects service delivery to the citizens, is attributed to political interference by councillors and senior managers in procurement processes, supply chain constraints resulting in performance limitations, the slow start of the capital projects implementation due to poor planning. National Treasury also took back R530 millions of Infrastructure Grant from the Education Department in the Eastern Cape due to poor spending and overall the Province could not spend R1billion of its budget. And according to (Observer, 2016 )

the provincial government of Limpopo had committed R7,6 billion of irregular expenditure and further according to (Alexander Forbes, 2017), 69% of its budget has been spent on salaries and most worryingly is the fact that only 2,2% went into actual capital delivery in the department of health.

This situation indicates the extent to which service delivery is affected by challenges of leadership that deny citizens of their basic rights to receive services. The provision of basic services, not delivered at the pace and quantity that they are supposed to be rendered.

The political leaders play a crucial role in facilitating the provision of services working together with the members of the community. In certain instances, politicians create controversies that demoralise and affect the support of the members of the community Okon ane (2013). Shortage of housing, water, sanitation and electricity leads to poor service delivery protests (Booysen, 2007; Marais et al., 2008).

The Intergovernmental Fiscal Relations Act, 97 of 1997, makes provision for space and certainty for fiscal discipline and distribution in a manner that would continuously ensure balanced development. The available skills for institutional capacity should overwhelm negativities and triumph over possible mediocrity and failures. The robustness of the national leadership is essential for immense hard work and it must be geared towards the positive impact on social and economic development. The need to serve the people is fundamental and no justification of emotional explosion could be made; hence, the need to render services has directed political leaders to explore alternatives for the provision of services (van der Waldt, 2002). According to the Constitution of the Republic of South Africa, 1996, local government is expected to ensure democratic and accountable local governance, ensure the provision of services, and promote social and economic development.

Leadership contributions towards service delivery are to ensure quality performance by holding management accountable and make it leave the key values of public administration, ensure compliance with applicable legislation to reinforce internal delivery systems and in doing so, would advance an agenda towards the realisation of goals based on good governance for service delivery driven through quality control

(Pretorius, 2007). To ensure speedy, efficient and effective implementation of the necessary policies and programmes, the government must substitute business as usual with business unusual (Mbeki, 2008).

## 4.5.2. Administrative capacity of Municipalities

Leadership is the necessary ingredient for service delivery and therefore should strive for the culture of excellence driven through political and administrative qualities. The capacity and stability of administration in municipalities are very important. Retro Advanced Leadership Model is important because it talks about issues such as faster economic growth, environmental stability, human capital, good governance and inter-municipal cooperation. According to Municipal Demarcation Board Report (2012), it is stated that the average period of the Municipal Managers in the office is 3,3 years, the national average of 13% of the section 57 managers have been dismissed, 28,2% of dismissals are also found in Mpumalanga, 23,6% in North West and 16,7% in Western Cape and 68,8% of resignations have also been noted. Fifty-six per cent (56 %) of Municipal Managers have postgraduate qualifications, 50% of the technical managers are underqualified yet they are responsible for the delivery of services and handle a huge portfolio of assets.

In comparison to the 2007 LGSETA Report, there is greater progress and improvements made, even though there is still a shortage of engineers, planners and that 70% of their budgets are spent on governance and administration leaving very little resources for actual delivery of services. The above-mentioned improvements refer to the LGSETA 2007 Report, which raised that 31% of Municipal Managers had qualifications unrelated to finance, legal and planning, 28% of the Chief Financial Officers didn't have finance related qualifications and 35% of the technical managers didn't have engineering qualifications(LGSETA,2007). These municipalities are expected to handle budgeting, accounting, credit controls and no systems integration and alignment will enable them to render services efficiently and effectively. However, political leadership exists but is challenged in many respects in terms of implementation.

The key determinant factor is that public policy inherently involves value maximisation (Harbers, 2009). The rural-urban settlements have largely compounded the issue of service delivery throughout the country (Pillay et al., 2006; Nleya, 2008). The situation resulted in various difficulties for the politicians considering financial constraints, planning and regulations challenges. Service delivery is a real trigger to actualise policy intentions for a meaningful life of the poor communities to improve their lives, and without service provision, communities' last resort is to protest against the local municipalities (Tilly, 1993, 1955).

Atkinson (2007) argues that the vocation of pre-1994 protests were the major tools to register discontent and demand social change. The collective and collaborative efforts and commitments of both frontline and back-office staff, for improved performance, is critical for the quality and success of services delivery (Lovelock, 1985). It is important for the employees not to follow their line managers only, but to but demonstrate skills and willingness to adapt their behavioural conduct to build capacity and provision of services (Humphrey and Ashforth, 1994, Sony and Mckoth, 2012).The philosophical basis of service delivery is to build a strong administration through systematic processes informed by legislation and policy and paying attention to the systems that would enable the project of national purpose to advance without failure. The demonstration of management skills and capacity building is essential for service delivery. The skills and capacity are required for managerial competence and ethical conduct as a necessary ingredient (Lawton and Rose, 1994).The quality and capacity of public service require basic values including the standards and quality of work (Vyas – Doorgapersad and Ababio, 2006). Professionalism embraces the quality of work done or undertaken by public officials whilst public service ethics is about the actions and decisions  that impact the public service delivery, all contributing to the development of capacity required for the promotion of the welfare of the people (Mafunisa, 2000, van der Walt, 2004).

## 4.6 WOMEN LEADERSHIP

According to the UN General Assembly, it is stated that women in every part of the world continue to be largely marginalised from the political sphere, often because of discriminatory laws, practices, attitudes, gender stereotypes and low levels of education. In South Africa, women have overcome these challenges with great acclaim to the benefit of society led by the African National Congress Women's League (ANCWL). Today women occupy positions of power and influence in the political sphere and private sector. They lead in ideas for development and drive huge programmes of immense proportions to the life of the nation (UN, 2011).

In the South African context, women pathfinders for the emancipation of women played a significant role in the struggle for freedom and democracy, when they rose against the discriminatory apartheid regime. Today their roles have increased exponentially given that before 1994 there were 2,7% of them in parliament, but today the ANC had adopted a policy of 50/50 representation in all structures of the organisation and this translated into 41% of women in Cabinet, 47 % of Deputy Ministers, and 41% being in the National Assembly, (Brand South Africa, 2016). Today many women are municipal councillors, Mayors, Speakers and Chief Whips within municipalities. In addition, this has created conditions appropriate enough for them to demonstrate their abilities in providing leadership and therefore contributing to the agenda of national purpose. Their contribution is immeasurable on matters of basic services, policy, infrastructure and many areas of developmental needs of citizens.

## 4.7 RURAL DEVELOPMENT WITHIN SOUTH AFRICAN CONTEXT

Apartheid spatial development left a legacy of well-developed urban centres and seriously underdeveloped rural communities (Brooks, 2000; Perret, Anseeuw and Mathebula, 2005; Gardiners, 2018; Mbeki, 1999; Pretorius and Schunk, 2007; May, 2014; ANC, 2012; Department of Agriculture, 2012 /13, Department of Rural and Land Reform, 2014/ 15). Urban centres, cities and towns were declared by apartheid to be the domain of whites who also owned 87% of the country's land. Black workers were temporarily located in towns near urban centres. The policy of apartheid instructed that

all African people should belong to the Bantustan (homelands some with quasi-independent status).

The issue of poverty and underdevelopment of rural areas is not unique to South Africa or Africa. Globally, extreme poverty continues to be a rural phenomenon despite increasing urbanisation. Of the world's 1,2 billion people, there are extremely poor people, 75% live in rural areas, and for the most part, they depend on agriculture, forestry, fisheries and related activities for survival (World Bank, 2003, 2010; Cavaye, 2016, 2006; Anriques and Stamoulis, 2007; May, 2014). The 1,2 billion poor people survive with less than a dollar per day. They constitute the poorest fifth of the world population and do not earn enough to cover their needs (World Bank, 2010). The promotion of the rural economy in a sustainable way has the potential of increasing employment opportunities in rural areas reducing regional income disparities, stemming pre-mature rural-urban migration and ultimately reducing regional poverty at its source (Anriques and Stamoulis, 2007).

There is enough evidence that confirms that even when population movement and demographics reduce, the share of the rural in total in developing countries, poverty will still be a predominantly rural phenomenon World Bank (2010).

The objectives of the National Government in support of the South African Constitution of 1996, strive to improve the living conditions of the citizens. The municipalities are capacitated with resources to services communities. One of the key functions of municipalities is to ensure that strategies to implement socio-economic development in the communities are prioritised. The mechanisms of socio-economic development include poverty eradication, inequality and unemployment. According to Bhorat (2006:11), the available data indicate gross inequalities and South Africa is ranked as one of the most unequal societies in the world when compared with other developing countries.

## 4.8 POVERTY AND INEQUALITY

Globally and nationally it is acknowledged that poverty and inequality constitutes serious challenges for both developed and less developed countries (Landman, 2003; Bertucci, 2007; May, 2014; StatsSA; Nicholson, 2015). According to Bertucci (2007:1) eradicating poverty is one of the greatest global challenges. Despite the best intentions of the United Nations and its Member States, over the last few decades, the reduction of poverty has not been as significant as anticipated. It is further argued that the promotion of democracy, good governance and efficacy are essential in ensuring that the values of freedom, equality, solidarity, environmental protection and shared responsibility are respected. According to Landman (2003) and May (2014), it is stated that poverty and inequality were the most complex issues for the first decade of the South African democracy ".It is estimated that approximately 40% of South Africans were living in high levels of poverty and 15% of the destitute were struggling to survive.

StatsSA (2014: 29) reported a strong link between increased level of education and decreased level of poverty. Those with matric and postgraduate degrees were likely to be less poor than those without a matric certificate. It is therefore evident that immediate attention must be given to the shortcomings of the education system, particularly in rural areas. The historical and insufficient funding of education has a direct negative impact on schools and it results in poor performance of schools situated in townships and rural areas (Price and Clark, 2012).

The National Planning Commission's Diagnostic Overview (2011) found that, over and above the historical disadvantages which continue to dominate, two of the most pressing challenges facing the country are employment and education. It is confirmed that very few South Africans are employed and it is only 41% of adults who are employed. Regardless of the significant improvement of access to education, the quality of education still mains very poor. It is stated almost half of South Africans are living below the poverty line, surviving on just over R500 a month which is an improvement from 1993, where this was the case for the majority of the population (Mail and Guardian, 2011).

According to Nicolson (2015), reducing poverty is seen as the world's greatest challenge and in South Africa, it is counted as one of the country's triple threats, and unemployment and inequality are also complex challenges to resolve. Nicolson (2015) suggests that as a result of social grants, free basic services and taxes favouring the poor, the poverty rate dropped from 46.2% to 39% but poverty is still a deeply worrying phenomenon for most South Africans. In a study of two villages in Limpopo, South Africa, Peret, Anseeuw and Mathebula (2005), observed three (3) categories of poor people within the overall manifestations of poverty and under-development. As they put it, "there was 30% of better-offs, 30% poor and 40% ultra-poor. The average monthly income that separates the better-offs from poor households is R1700, while the income that separates poor from the ultra-poor is R940" (Perret, Anseeuw and Mathebula, 2005:3).

The general poverty of the two rural communities in Limpopo and research findings resonates with challenges in other communities and requires government concerted efforts to improve the living conditions. Statistics South Africa in its general households' survey 2014 while noting the decline in poverty levels concludes that rural communities are still mainly characterised by low levels of education (Stats SA, 2014). The distribution of power is skewed in such a manner that rural areas are under-invested and it is important to assert the collective capacity of rural communities in policy influence and implementation. There is a need to inject funds by the government towards increased service delivery of services, infrastructure, social-economic activities and agriculture. The analysis argues that "1% growth in per capita agricultural GDP has been shown to reduce poverty for the 'ultra-poor by five times more than a 1% increase in per capita in other sectors "(Daily Maverick, 2017).

This clearly points to the fact that small–scale farming could and do have the capacity to generate growth that has a great impact on poverty reduction, precisely owing to labour absorption intensity. It is evident that for the economy to be sound it does not have to be driven by industrialisation only but through projects that would empower women, marginalised groups and the poor communities. Accountability will remain a prerequisite for sustained and successful repositioning of rural development and the development

agencies, facilitators and other spheres of government will participate in developmental programs (Molefe, 1996). Rural development in South Africa is essential because the living conditions portray a high level of poverty.

It is not accidental that many communities have been historically and currently living under impoverished conditions. However, a consequence of comprehensive policies actualised over centuries and decades of both colonialism and apartheid have impacted negatively on communities. There is a need for a paradigm shift regarding poverty-stricken communities. Rural communities if capacitated with resources make contributions to the national agenda of Rural Development (Molefe, 1996).

The geo-political spaces or locations don't represent the cognitive capacities of the people living in rural areas. Rural development should be located within the context of moving the people towards assumptions of measures of powers to enable them to engage their environment for economic and social progress. It is important to ascertain that rural communities have enough food, good shelter, clothing, and improved conditions of life, reduce poverty and empower them to actively participate in the decision making processes. In this regard decentralisation and equalisation of national opportunities is essential based on fundamental pillars of societal development which are education and health. The two can make the people be self–sufficient (Ruttan, 1984).

Rural development within the South African context should ensure that real changes are implemented and well-coordinated in a multi-dimensional approach. This will ensure the reconstruction and development of the local communities to support the significance of the national policy concerned with the well-being of the population. All the efforts should be premised on a policy basis. The World Commission on Environment and Development recorded that Sustainable Development meets the needs of the present situation without compromising the ability of the future generations to meet their own needs." In 2000 it was further elaborated that the adoption of Millennium Development Goals which are eradication of extreme poverty and hunger, achievement of universal access of primary education, promotion of gender equality and women empowerment,

reduction of child mortality rate, combating of HIV/AIDS, ensuring of global partnerships and environmental sustainability were geared to global sustainable development (Brundtl, 1987).

The South African government democratic breakthrough pronounced a strategic policy direction that included a social policy framework centred on the promotion of human rights and dignity of all the people. It was aimed at affording children and pregnant mothers free medical care, the introduction of nutritional feeding schemes in schools, provision of basic services, development and growth of the economy and ensure rural development. The policy was appropriate because it endeavoured to expand frontiers of human development and establishment the new social order characterised by social democracy. The objective was to ensure that enjoy all their freedoms as enshrined in the country's constitution (Mandela, 1994).

Secondly, the introduction of the Integrated Sustainable Rural Development Strategy (ISRDS)'s aim was to elaborate and target the rural enclaves. It was supposed to be an important process to enable the government to proceed with the objectives of creating conditions favourable for comparative development throughout the country and address poverty. Its goals were decentralisation and participation, integrated planning, proper coordination, the establishment of partnerships and management of diversity and provision of a basket of services (Mbeki 2000, 1999).

Thirdly, the announcement of the Comprehensive Rural Development Programme (CRDP) was a milestone and confidence sustenance, given the significant initiatives facilitated for appropriate resource allocations. The intentions were the mobilisation and empowerment of communities, creation of jobs in rural areas, support to vulnerable groups and value for money. The programme made strides and created platforms for the facilitation and participation of the people to collectively address poverty and maximise the use of available natural resources (Zuma, 2009).

## 4.9. STRATEGIES (FOCUS AREAS) FOR RURAL DEVELOPMENT

According to the World Bank (2010), the definition of rural development has evolved through time as a result of changes in the perceived mechanism and or goals of development. A reasonable definition of rural development would be "development that benefits rural populations living conditions and welfare' (World Bank, 2010:3). It is the improvement of the welfare of all the people in rural communities and ensures social equity but also improve their access to services such as education and health.

There is a consensus regarding challenges of poverty in under-development rural communities daily (Cavaye, 2001, 2006; Gardiner, 2008; Anriques and Stamoulis, 2007; World Bank, 2003, 2010). The concern is which mechanisms can be used to resolve poverty situations in under-development communities. The discussion that follows does not claim to be exhaustive of all the relevant strategies that will enhance rural development but rather the focus is on those that the literature pays more attention to and it is perceived as very important.

The efforts of poverty eradication should create cohesion of activities between local and regional eco-systems for localised chains and social carriers to include rural development approaches that contribute to the modernisation paradigm. It has to be operationally located at the local level of government (Saccomandi and van der Ploeg, 2003). The approach will alleviate possible social exclusion possibilities that could be driven by local elites to strengthen their interests and competitive strength. Rural development is the agenda characterised by interests, contradictions and struggles and conversely (Saccomandi and van der Ploeg, 2003).

### 4.9.1. Farmers support and landscape management

There are constituent elements of rural development that induces, make the countryside attractive, and grow on a scale proportionate to its potential. This also includes reconfiguration of rural resources, land, labour, nature, networks, markets and partnerships to give expression and meaning to the process (Whatmore, 1998; van der Ploeg and Frouws, 1999). The process is about ensuring that, what appears to be

irrelevant is converted into valuable assets, which after combining it with other resources, would emerge new interests and perspectives that could then be translated into multiple opportunities.

Agricultural development is about new emergence on historically rooted realities Therefore continuous introduction of non-agricultural enterprises does not necessarily suggest that agriculture on its own cannot stimulate rural development and should therefore be negated in all respects. According to Broekhuizen et al. (1997), the thinking about agricultural development's inability to generate rural renewal can be proved wrong The programme is essential and should be pursued because household and subsistence farming carriers have the experience, capacity, constellations and operational networks within the agricultural environment (Dosi, 1998; Bagnasio, 1988). The small-scale farmers do not all depend on big markets but internal resources flow that increases and improve their inputs and benefits.

The 'economies of scope are more relevant and applicable to this form of agriculture because in any way they are already multi-producing goods and products that are interrelated and this would be a decisive approach for successful repositioning of agricultural spaces because failure to do so would result in the people losing confidence, initiatives and entrepreneurship (Saccomandi, 1998; Scherer, 1975). The efforts in this regard are to ensure that the people's livelihood, health, education and development improve (Hegde, 2010). The support to rural farmers' means that the barriers that impede their focus and growth should be attended to, for instance, undertaking market-oriented activities, infrastructure shortage, institutional chaos and completion (Delius and Schirmer, 2001).In supporting the small-scale farmers that should include structural changes, capacity building and funding.

### 4.9.2. The role and centrality of agriculture

Duncan (2011) argues that the crucial role of agriculture has been overlooked and it should be restored in society. This supports the continuous need to properly appreciate and enhance the available institutions to support the people so that they could look after their landscape. The National Development Plan (2011) places more emphasis on

developing and sustaining the agriculture sector as an important initiative to improve the living conditions in rural communities. According to Anriquez and Stamoults (2007), it is stated that agriculture is the starting point for rural development particularly in less developed countries like South Africa. Agriculture provides the food needed to sustain the economy, its export goods strengthen the economy and minimise imports of food products. As the large sector in less developed countries, is the only sector that is capable of generating the savings and supply, creates local markets and participates in larger markets for agricultural produce thus sustaining the world population with food security (World Bank, 2010).

This account for the primacy and importance of agriculture and it must be considered in developing countries. The objectives of agricultural initiatives are to alleviate poverty and encourage sustainable development and continue to sustain the food supply. In the South African context, attention should be paid to the role of cooperatives within the agricultural sector to improve the livelihoods of rural communities. Agriculture plays a notable role in food production and towards the country's GDP. The agricultural sector cannot be neglected as it plays a significant role in the fight against poverty. It also contributes to the country's competitive edge in the domestic and national economy (Statistics South Africa, 2014).

In Limpopo, the Department of Agriculture (LDA) contribute towards the improvement of the sector and it has come up with a concept called *'Letsema'*.The concept's objective is to eradicate hunger in poor communities (Limpopo Department of Agriculture, 2014, 2015). *Letsema* concept is playing a notable role in the communities because members of the community are supplied with tractors to plough and the seed without paying. The members of the community's duty are to look after the crop and they also get support and advisory services. There is also the provision of Dairy cows for the production of milk and cheese. The LDA provide bulls for crossbreeding increase the number and quality of the livestock for trading worth and supply in the value chain of meat supply (LDA, 2014/15).

Agriculture has linkages with sectors that help in the growth and development. For example, in food processing industries, the hospitality industry is the provision of food in hotels and restaurants, in public schools for the nutrition programme. Agriculture should not be neglected in less developed countries. It is suggested that increasing productivity for food and people-oriented agricultural platforms remains important for continuous anti-poverty efforts, and the need for skills development to establish the capital needed for maximum production and supply (World Bank, 2010). The devastation of the agricultural sector in Zimbabwe through the policies of the land grab of white-owned farms is well known, where productive farms were seized and ruined (Mateveke, 2014).

The once breadbasket of southern Africa had its people going into other countries in search of a better life. The agricultural sector in the country suffered a lot due to a lack of proper political management of the policy reform process, and recovery plans are non-existent. The situation left rural communities in a more stressful and complex situation without resources. The hopeless situation justifies the need to support agricultural initiatives in poor communities given the primacy of agriculture for livelihood and subsistence farming.

Agriculture provides opportunities both on-farms and off-farms through enhanced productivity of available resources and for that to happen and is sustained; the resources should provide and persuade the labour force to strengthen its implementation (Hegde, 2010). Historically black farming was obliterated or reduced in many parts of the country due to land-related challenges and agricultural transformation. The farmer's support initiative means that land ownership and accessibility is important in ensuring sustainable empowerment of farmers (Delius and Schirman, 2001). The future of agricultural and rural development cannot be disassociated or disaggregated from the land reform. For through ownership people are assured of the riches that traverses the countries landscape.

The support of small-scale farmers at both the policy level and resources allocation remains the central point for its success and positive impact considering the security of

the value of assets provided for the socio-economic development of society. Agriculture remains a key initiative in developing the economy and the social patterns in society.

According to Cross(1996:9) rural communities and households have relied on a resource base associated with land that became the economic base for survival strategy under social and economic situations.

### 4.9.3 Infrastructure development

The development of infrastructure is essential to the upliftment and development of rural areas, regional corridors, and proper roads for the transport of goods to local markets and fresh produce (Mateveke, 2014; World Bank, 2010). In South Africa, through National Development Plan, billions are budgeted for infrastructure development, for example, in Mpumalanga the development and upgrading of Moloto road from Pretoria to Siyabuswa are underway. The project will have a huge socio-economic impact on the communities. A rail line is also in the pipeline to link farms around Marble Hall and Pretoria and Johannesburg fresh produce markets (National Department of Roads, 2013/14).

The rural communities might be affected individually and at the household level because the envisaged initiative may lead to the loss of income derived from trading with the fresh produce in the area. The poverty levels of rural landscapes differ as informed by the social dynamics of many localities. The infrastructure development strategies are linked to the Medium Term Expenditure Framework, which justifies the allocation of resources to develop rural communities (Hemson, Meyer and Maphunye, 2004).In this regard, the institutional arrangement for budgetary consideration is primary for the success of programmes to build infrastructure for social-economic development.

The major issues contributing towards challenges of rural development are related to budget and funding formula, the capacity of the government and development agencies and institutional challenges including human resources capabilities (Hemson, Meyer and Maphunye, 2004). In essence, it means that in areas of abject conditions, the provision of physical infrastructure is not only meant for social use but also to attract

private efforts that would activate economic opportunities. The philosophy of this programme is therefore to ensure a shift from supply-driven support, to realistic demand-responsive approaches. Infrastructure development necessitates both hardcore and soft infrastructure contributes to the improvement of the affected rural areas. The infrastructure provision is a necessity to advance the course of development and improve the living conditions within the rural communities. The absence of infrastructure development and lack of capacity is a barrier to development (Blakey, 1989: 65; CIDA, 2009: 2). Infrastructure development in rural communities is the key determinant factor that stimulates and enables rural community development. The provision of requisite infrastructure for the real facilitation of comprehensive rural development approach remains the cardinal point of national imperative with local spin-offs. Hence, the provision of infrastructure will allow comparative advantage and an enabling environment (Rogerson, 2009:33). The land is the major productive force, which if well secured easily unlocks opportunities for funding and support and that generate enough enthusiasm and sharpen drivers of systems for poverty alleviation and food production (CIDA, 2009: 2; Presidency, 2012:2019). Provision of infrastructure for social and political essence is of utmost importance for the development of rural areas.

### 4.9.4. Access to basic services

It is argued that development is about the people and largely involves access to basic services such as education, health, running water and sanitation. The apartheid policy of separate development highly limited access to basic services in rural communities and as a way of developing rural communities (COGHSATA, 2014/15). There is a need for the construction of proper clinics and trained personnel to execute the medical service. There is a shortage of schools particularly in rural areas and the government must allocate more budgets for the construction of schools situated within closer proximity of the learners. The role of local government and municipalities is critical in this aspect. For example, the Capricorn District Municipality together with Polokwane Local Municipality has embarked on rehabilitation of public transport in and around Polokwane with an introduction of a rapid bus system called *Leeto.* It is aimed at

reducing traffic congestion and emissions of carbon dioxide enabling a high number of people to use public transport systems. The city of Johannesburg Metropolitan Council was successful in implementing the bus transport system called Johannesburg *Re yaVaya* (City of Johannesburg Annual Report, 2014/15). The City of Tshwane was also successful in implementing [*A re Yeng*] bus transport system (City of Tshwane Annual Report, 2014/15).

The basic services are significant for the upliftmen of rural conditions and they endeavour to improve the living conditions alleviate poverty as well as the development of communities (Mbeki, 2003). Another example is the implementation of the Indigent Policy in Tzaneen Local Municipality regarding the provision of free basic services and water. The provision was made per the By-Laws of Mopani District Municipality. In the By-Law, it was stated that 25 litres of water should be provided per day per person in each household and communal water points or trucking system (Mopani Indigent Policy, 2013).

In this regard, the government has the primary responsibility to make sure that services are provided to the citizens because basic services enhance the quality of the lives of the citizens, increase their wellbeing thus promoting health, safety, and facilitate access to productive centres imperative for prosperity (RSA, 1998).

### 4.9.5 Enhancing business and economic opportunities

It is argued that for rural development to be realised, there should be economic opportunities resulting from the micro-economic plans geared for economic development. In Limpopo, the Provincial government has declared Tubatse, Lephalale and Musina as Special Economic Development Zones, because of the huge mining activities producing platinum and chrome. The mining activities in those areas have already unlocked the economic potential locally, nationally and internationally. The Economic zones are impacting the rural communities positively regarding job creation and economic activities in those respective towns. (LEDET Annual Report, 2013/14, 2014/15).

It has been a practice and almost accepted as a norm for many years that, for people leaving in rural areas to access better opportunities they would be expected to travel to urban centres, which are far from their places of origin. The development trajectory followed by many developing countries, including South Africa emphasise the activation of systems to maximise opportunities for local communities. The increased investment for the possible high rate of growth is of utmost importance considering its distributive capacity to the rural communities. The budget remains a valuable instrument to shift policies and programmes for good results (Industrial Policy Action Plan, 2010).

### 4.9.6 Policy settings to foster outcomes

Policies and the legislative environment plays a critical role in fostering agricultural development, production and market opportunities as well as developmental programmes. Unless policies are implemented to foster productivity in the agricultural sector there will be an increase in poverty Policies and programmes that increase support for human resources development play a significant in job creation (Anriquez and Stemoulis, 2007)

The over-arching National Development Plan and related provincial plans greatly give assurance and certainty that there are concerted and collective efforts to develop rural communities and eradicate poverty. War room policies are also important because they provide a platform for multi-stakeholders to contribute to the fight against poverty and underdevelopment. Chapter 2 of the Constitution of South Africa, 1996 outlines the Bill of Rights, which are the cornerstone of the democracy in South Africa and Section 9, which talks about equality, non –discrimination and affirmative action; Section 10 that relates to the dignity of the human beings and respect; Section 27 that indicates the safety and health aspects, and use of natural resources for social and economic justifiable.

The South African democratic dispensation must embrace cooperative governance to ensure that the developed institutional performance systems contribute to the developmental approach. The Intergovernmental Relations Framework Act 13 of 2005's objective is to ensure synergies between different spheres of government. In the context

of rural development, organs of state have been positioned to support and facilitate development. The Social Forestry programmes are policy frameworks that provide options on how to initiate viable community projects that would enable many small micro-enterprises to generate income. Sustainable rural development could be realised even though fluidity and escalation are features of development (Hegde, 2011).

## 4.10 CONCLUSION

This chapter looked at the role politicians and citizens play in the delivery of services to communities within the local sphere of government. The chapter discussed the autonomy of public officials without political interference in detail. The emphasis was on the de-politicisation of the public service. In this chapter, the efficacy within government institutions and municipalities was clearly outlined. The discussions were focused on the immense role citizens play in service delivery through community participation processes. The chapter gave an exposition of the role and importance of political leadership pertaining to service delivery. The chapter discussed the importance of development in South Africa with specific reference to empowering the rural communities with agricultural sector development and empowerment initiatives. The importance of budget allocation towards infrastructure development was discussed in detail. The chapter emphasised that the living conditions of people in rural communities like all other people in the country should be an improvement. Rural development remains an important programme to be pursued for the successful reduction of poverty and conditions that relegate the wellbeing of people in rural areas to the lowest level. The next chapter focused on the research design and methodology.

## CHAPTER FIVE

## RESEARCH DESIGN AND METHODOLOGY

## 5.1. INTRODUCTION

The chapter presents the research design and methodology for the study. It adopted a mixed research methodology adopted to support the argument of the literature review. The population and sampling, as well as data collection instruments, are outlined in detail in this chapter. Structured interviews and document analysis were used to collect qualitative data and open-ended questionnaires were used to collect data. Lastly, methods, which were used to analyse data and the issue of ethical consideration are also outlined in this chapter.

## 5.2. RESEARCH DESIGN

According to Leedy and Ormrod (2005), once the researcher has identified research questions, the researcher is in a position to select an appropriate research design. According to Mouton (2014:107), research design is a blueprint or plan that guides the researcher on how to conduct the study. It sets out guidelines and instructions to be followed by the researcher in addressing the research problem. They are various types of research design which include but are not limited to narrative biography, case study, experimental, mixed methods research designs (De Vos, Strydom, Fouche and Delport, 2015; Maree, 2016:365). Therefore, in this study, the researcher outlined adopted research design. Based on the nature and scope of the study, a mixed-method research design was adopted to respond to research questions.

## 5.3. RESEARCH METHODOLOGY

Research methodology is a systematic way to solve a problem.  It is the science of studying how research is to be carried out. Essentially, the procedures by which researchers go about their work of describing, explaining and predicting phenomena are called research methodology. It is also defined as the study of methods by which

knowledge is gained. It aims to give the work plan of research asserted by Rajasekar, Philominathan and Chinnathambi (2013). Qualitative is the design that serves as a foundation for the understanding of the participants' worlds and the meaning of shared experience between the researcher and participants in a given social context. It is the physical contact with the participants for example asking them questions and they respond (Janesick, 1994). Flick (2014: 542) claimed that qualitative research is interested in analysing subjective meaning or the social production of issues, events, or practices by collecting non-standardized data and analysing texts and images rather than numbers and statistics.

On the other hand, the quantitative design researches were those that invoked the post-positivist perspectives. These include the true experiments, numerical values and the less rigorous experiments called quasi-experiments and correlational studies, and specific single-subject experiments. Neither of these methods is intrinsically better than the other; the suitability of which needs to be decided by the context, purpose and nature of the research study in question.

Nkatini (2005:29) defined research methodology as a process through which the researcher can collect, analyse and interpret data to achieve the aim and objectives of the study. Research methodology can be simplified as a form of the procedure through which a certain process can be unfolded. Qualitative and quantitative research methodologies were adopted to respond to the aim and objectives of the study. Since the study has adopted both qualitative and quantitative research methodologies, it is essential to distinguish between these two research methods.

### 5.3.1 Mixed Research Methodology

Based on the nature and scope of the study mixed-method research design was adopted to respond to research questions. Mixed research method design is a type of design, which is the combination of both qualitative and quantitative research design. Mouton (2014) maintains that mixed-method design is one of the best mechanisms to improve the quality of the study. According to Tonono (2008:40), quantitative research

methodology involves the collection and analysis of numerical data and the application of statistical tests.

Qualitative research methodology is more concerned with understanding a social phenomenon from the participant's perspective (McMillan and Schumacher, 2001:12). To gain in-depth knowledge on how Polokwane Local Municipality deals with the impact of leadership on socio-economic development of municipalities uses Integrated Development Planning as a tool to facilitate community participation within Seshego Township and Ward 10 villages mixed research method was deemed appropriate. To solicit information from the key respondents' structured interviews were used. Data collected from participants using interview and document analysis was presented and analysed following the themes.

## 5.4. THE STUDY AREA

The study area is Seshego Township and Ward 10 Villages. The area falls under wards nine and ten (9 and 10) respectively within the Polokwane municipality. The village Mmotong wa Perekisi and other villages fall under Chief Kgabo Moloto II of Bahlaloga tribe. Both areas are separated by almost less than 3 kilometres and are relatively different in service delivery projections. Seshego Township and Ward 10 Villages are almost 300km North of South Africa from OR Tambo airport, and the coordinates are 23'47'50''S 29'21'24''E. Polokwane is quite developed and very affluent, especially the areas located in the eastern part towards Mankweng Township. Nevertheless, on its doorstep, hardly 15 kilometres lies Ward 10 villages that is very poor and seriously under-developed while falling under the same municipality. The village is over 50 years old and was neglected as part of the apartheid policy of separate development because it is a residential area for black people (StatsSA, 2012).

## 5.5. TARGET POPULATION

A Population is defined as a group of people, items, elements or objects that has the characteristics of the phenomenon to be studied and from which the sample can be

drawn (Babbie and Mouton, 2003:100). However, Bless, Higson-Smith and Kagee (2006:98) argue that population refers to a group of people the study focuses on.

The population is an aggregate or totality of all the objects, subjects or members that conform to a set of specifications (Wells, 2002). A research population is generally a large collection of individuals or objects that is the focus of a scientific query. It is for the benefit of Bushbuckridge Local Municipality that the research is conducted. However, due to the large sizes of populations, researchers often cannot test every individual in the population because it is too expensive and time-consuming. The target population of this study consisted of politicians, municipal officials and members of the community. The key respondents form part of the target population of this study, as they play a significant role regarding leadership, administration and service delivery in the communities of Seshego Township and ward 10 villages village.

The target population consisted of the municipal officials and councillors of Polokwane Local Municipality, members of the community and community structures. The community structures consisted of Apostolic Faith Church Faith, High School, Tigers Social Club, African Youth Indigenous, Blood River Advice Office and Development Forum, Ntona (Headman), Kwena Moloto Forum, Sanco Seshego, Monareng Community Greening Project Committee, Tswaranang Social Club. Seshego Taxi Association, Kagisho Burial Society, Polokwane Taxi Association, Phutha Ditshaba Youth Development Forum, Ratanang Investment and Social Club, Moletji Netball Team, URC of SA Church Council, Nazareth Church of Christ. Moletji Taxi Association, Kgoro ya Managa, Full Gospel of Church, Mmotong Youth Community Centre, Help Handing Non-Profit Organisation, Moletji Youth Forum, Revive us Again Ministry and Fountain of Peace Christian Home.

## 5.6. SAMPLING

According to White (2003), sampling means to make a selection from the sampling frame to identify the people to be included in the research. A sample is a subset of a population selected to participate in the study, it is a fraction of the whole, selected to participate in the research project. (Brink, 1996:133; Polit and Hungler, 1999:227).In conducting research, different sampling techniques can be followed which are convenience sample, theoretical sample and purposive sampling, which are regarded as broad approaches to sample with specific reference to a qualitative study (Marshall, 1996: 523). For this study, purposive sampling was employed as discussed in detail below. Since it is entirely impossible to study the whole population in the chosen study area, as a result, the study relied on sampling to acquire a population to participate in the study. Sampling is a group of the target population that the researcher wants to study by simplifying the entire population (Creswell, 2012:95). According to Gelo, Brakeman and Benita (2008:274), sampling refers to a "set of units that are representative of the entire population so that the data collected can be generalised to the populations on the nature and scope of the study.

Purposive sampling techniques were adopted as discussed in detail below. A purposive sample is a non-probability sample that is selected based on the characteristics of a population and the objective of the study (Schindler, 2011). Purposive sampling is also known as judgmental, selective, or subjective sampling. This type of sampling can be very useful in situations when the researcher needs to reach a targeted sample quickly, and where sampling for proportionality is not the main concern. The sample was made up of one hundred and fifty-seven (157) participants. Sixteen (16) municipal officials and councillors were interviewed and one hundred and forty-one (141) self-administered questionnaires were used to collect data from the community members and community structures in Seshego Township and Ward 10 villages.

### 5.6.1 Purposive Sampling Technique

Purposive sampling is a technique "whereby the researcher relies on his expert judgment to select units that are representative of the population" (Burger and Silima, 2006:663). The research applied purposive sampling. Purposive sampling refers to a technique where respondents are selected based on experience or rather the knowledge they have acquired on the topic under investigation. The main goal of purposive sampling is to focus on the particular characteristics of the population that are of interest that best enabled the researcher to answer the research questions. According to Palys (2008), purposive sampling is similar to qualitative research. Tongco (2007) states that purposive sampling is a non-random technique that does not need underlying theories or a set number of informants.

In this study, the researcher focused mainly on the politicians and municipal officials because they were key drivers of service delivery and leadership within the municipal environment. The members of the community were also considered as important because they were the beneficiaries of service delivery and, most importantly, were the primary stakeholder of the municipality. The selection of these participants was purposive in the sense that the researcher believed that these participants had the relevant information relating to political leadership and service delivery. These participants were sampled as they were directly involved with the provision of services and leadership.

### 5.6.2. Sampling Size

The study used purposive sampling (self-defined) as the problem was located within Polokwane Local Municipality. The sampling is self-defined as it solicited information from those that were closely working in the defined research area (Polokwane Local Municipality). It is argued that by interviewing individuals at strategic levels who have vast and substantive experience in this environment, reliable and valuable information would be gathered to have more insight regarding leadership, socio-economic development, and service delivery. It should be noted that with purposive sampling, the

researcher consciously selects specific elements or subjects for inclusion in a study to ensure that the elements will have certain characteristics relevant to the study. Purposive sampling starts with a purpose in mind and the sample is thus selected to include people of interest and exclude those who do not suit the purpose. It is also important to note that working with key informants requires creativity and recognition that their views are inevitably incomplete and biased in ways that may not be immediately obvious (Brinkerhoff, 2001 and Goldsmith, 2002).

The study targeted mainly at personnel in strategic positions in the municipality and the two areas - Seshego and Ward 10 villages shed more light on the issue of the impact of political and administrative leadership in Polokwane Municipality. While issues of service delivery affect a wide spectrum of residents, the selection in this study is on those strategically positioned. Excluding vulnerable people who are also affected by service delivery should thus be seen as a limitation of this study, which could gladly be pursued by other researchers.

In this study, the researcher selected 16 officials and councillors from the Polokwane Local Municipality Office, who are the Mayor, Municipal Manager, Chief Financial Officer, Director for Infrastructure Development, Community Liaison Officer, Director Corporate Services, Integrated Development Planning Manager, one Economic Freedom Fighters (EFF) Councillor, one Democratic Alliance (DA) Councillor and five African National Congress Councillors. The community of Seshego Township, Ward 10 villages and the community structures representatives consisted of 141 participants.

The study used convenient sampling to select participants for the study. In this context, 16 municipal officials and councillors as well as 101 members of the community were sampled. In addition, 40 community structures from Seshego Township and Ward 10 villages have been used to represent the population. Sampling size is the total number of participants chosen for data collection. For this study, a sample of 157 participants was drawn using the purposive sampling technique.

## 5.7. DATA COLLECTION INSTRUMENTS

Data collection instruments in research constitute a fundamental component as they provide the researcher with an analytical basis to answer the given research problem (Moyo, 2017:285). In most studies, instruments such as documents analysis, interviews and questionnaires are commonly used to collect data. Data collection instruments play a significant role in the study, as inaccurate data collection can have a negative impact on the study by rendering the results of the study invalid. The study adopted qualitative and quantitative research methods. The qualitative methodology enabled the study to use multiple data collection instruments that are document analysis, interviews and questionnaires. Data collection is an organised approach to gathering and measuring information from different sources to get a complete and accurate picture of an area of interest (Masvati, 2004).

### 5.7.1 Interviews

Maree (2016:92-93) defines an interview as a two-way conversation whereby the interviewer asks the respondents questions to collect data and learn about their beliefs, ideas, views, opinions and behaviours. It is important to note that an interview, as a data collection instrument, has long been the most commonly used instrument in qualitative research (Rule and John, 2011:64). Interviews consist of three broad categories, namely unstructured, semi-structured and structured interviews (Maree, 2016:93). For this study, the researcher employed a structured interview to collect data from the sampled population. This was informed by the fact that structured interview composed of open-ended questions that explores the research problem to be solved. In terms of a structured interview, it is important to note that the researcher asks all the respondents predetermined questions (Maree, 2016:93; Rule and John, 2011:64). It also provides the researcher with a clear set of instructions for the respondents and can provide the researcher with reliable, comparable qualitative data (Stuckey, 2013:57). Therefore, for the researcher to collect reliable and factual data structured interviews were used to solicit primary qualitative data from key respondents

According to Wengraf (2001), an interview is an unproblematic window on psychological or social realities and that the information that the interviewee gives about themselves and their word can simply be extracted and quoted. Sharmar (1997), an interview is a direct method of inquiry and regarded as a systematic method by which a person enters more or less imaginatively into the inner life of a comparative stranger. It is characterised by one person asking a question and the other party answering.

Collecting data through interviews with many participants is a characteristic of qualitative studies. Interviews give the most straightforward approach to gathering detailed and sufficient data regarding a particular phenomenon. The type of interview used to collect data can be tailored to the research question, the characteristics of participants and the preferred approach of the researcher. Interviews are mostly done face to face, through mobile phones to overcome the geographical barriers of the participants (Barrett and Twycross, 2018).

Program Evaluation and Methodology Division (1995) define an interview as considerations in the way in which specific questions are asked, their format, language order and layout. The advantages of interviews in comparing candidates are that the uniform treatment makes it possible to compare them under the same conditions and concerning the same requirements to do the evaluation. Another advantage is about time management in the sense that the time allocated for each of the candidates is determined based on the information obtained, which makes it easier to control the time (Pettersen and Durivage, 2008).

In this study, a semi-structured interview was adopted and participants were purposively selected. For this study, open-ended and closed questions were used and 15 questions were asked in each interview session. The interview was conducted with 16 municipal officials and councillors, 20 members of the community and 40 representatives of the community structures.

### 5.7.1.1 Face-to-face interviews

Bogdan and Biklen (1998:35) assert, "Qualitative researchers are interested in how people act and think in their own settings or to act so the activities that occur in their presence do not differ significantly from those that occur in their absence." According to Bogdan and Biklen (1998), "If you treat people as 'research subjects', they will act like 'research subjects', which is different from how they usually act." The critical point is to respect research respondents as active agents who have immense knowledge about the conditions in which they find themselves and without whom there would be less development in the area. Many researchers within the qualitative paradigm emphasise the role of interviews as primary data collections instruments (Karodia, 2010; Stanton, 2009; Makananisa, 2011; Berkink, 2006; Havenga, 2002). Both Weiss (1995) and Biklen (1998) explain that complex issues are pursued through appropriate in-depth interactions that follow on the objective for detailed information. The researcher used questionnaires to interview 16 participants using structured interviews and asking open-ended questions.

### 5.7.1.2. Questionnaires

A questionnaire refers to a data collection instrument consisting of a written survey, which is composed of open-ended questions, closed-ended questions or a combination of both (Mackey and Gass, 2005:364). In simple terms, a questionnaire refers to a list of questions to be answered by respondents who take part in the study. Babbie (2014:510) argues that the advantage of using a questionnaire as a data collection instrument is that it enables the researcher to gather data from a large group of participants in less time as opposed to an interview.

According to Brown (2001), Questionnaires are any written instruments that present respondents with a series of questions or statements to which they are to react by either writing out their answers or selecting from among existing answers. The popularity of questionnaires is because they are easy to construct, extremely versatile, and uniquely capable of gathering a large amount of information within a short space of time (Dörnyei

and Taguchi, 2002). Questionnaires are templates consisting of a set of questions directed to particular individuals who answer the questions by detailed elaboration.

A questionnaire is a set of written or printed questions with a choice of answers, especially addressed to a significant number of subjects and is a way of gathering information for a survey (Rudman, 2015:27). Structured questionnaires were used to collect qualitative primary data of the study. The quality of the information provided by a questionnaire is largely dependent upon the design of the questionnaire (Armstrong and Baron, 2008)

In this study, the researcher used of an open-ended questionnaire to collect qualitative data. An open-ended questionnaire was used to collect primary data from the sampled population, which is the community members, and it assisted the researcher in getting the information related to political leadership and service delivery. Furthermore, this instrument was used as it provided participants with the opportunity to elaborate on their answers, and this effectively means that the questionnaire did not limit participants to give the answers in detail.

The researcher used questionnaires to investigate the impact of leadership on the socio-economic development of the municipalities. In this study, 16open-ended questionnaires were used to interview to 16 councillors and municipal officials, self-administered questionnaires were distributed to101 members of the community and 40 community structures representatives in Seshego Township and Ward 10 villages.

### 5.7.2. Documents study

According to Maree (2016:88), documentation is also known as textual data, defined as a data collection instrument, which enables the researcher to focus on all forms of written communications that enable him/her to shed more light on the phenomenon being investigated. Such written communications may include journals, reports, published and unpublished documents, administrative documents, newspaper articles or any document that are linked to the investigations. Bowen (2009:27) referred to documentation as a data collection instrument through which the researcher uses as a

systematic procedure for reviewing printed and electronic documents. For this study, the researcher reviewed various documents printed and electronic, which include accredited academic journals and books, legislations (Acts of Parliament), existing research dissertations/thesis, Integrated Development Plans of various municipalities and other documents related to the subject matter. For the researcher to obtain accurate and reliable secondary data, he used these documents.

Documents are used to collect secondary data. Secondary literature or documents refer to literature published by other scholars, which is relevant to the research problem (Onyije, 2015). The main function of reviewing secondary data was to help achieve the objectives and find guidance on answering research questions. The study used professional journals, books and municipal documents to collect secondary data related to performance appraisal and employees' performance.

The researcher used academic articles, books academic journals and the topic selected. The media reports, press statements, official reports such as annual and quarterly reports were used in the study. The municipality's annual reports and the Auditor-General reports were used to authenticate the findings deduced from the empirical study. The document study analysis was factored in in response to the municipal participants' responses during the interviews to establish if the findings had contradictions or not. The findings from the document analysis depicted a clear picture of what Polokwane Local Municipal Council did for the communities regarding socio-economic development and provision of service.

## 5.8. DATA ANALYSIS TECHNIQUES

Data analysis refers to a process whereby the researcher converts information collected from participants into meaningful data that can be understood easily (Struwig and Stead, 2011:150). According to Greenstein, Roberts and Sitas (2003:75), data analysis is a process of bringing meaning, order and the structure of the collected data by the researcher.

Data analysis can refer to a variety of specific procedures and methods. However, before programs can effectively use these procedures and methods, it is important to see data analysis as part of a process.

By this, it is meant that data analysis involves goals; relationships; decision-making; and ideas, in addition to working with the actual data itself (Richmond, 2006). In other words, analysing data is all about making sense of the information collected based on the responses of the participants. Data analysis in this study included data collected through questionnaires and interviews. Given that, the study adopted a qualitative data analysis method. In terms of the qualitative data analysis method thematic analysis was used to analyse qualitative data. Data collected by the researcher through interviews were grouped and categorised into themes and was analysed according to such categories and themes. The data collected were analysed and the findings of the analysis are presented in the next chapter.

In this study, structured questionnaires were used to collect data. The collected data were analysed separately. Data analysis is the process of systematically applying statistical or logical techniques to describe and illustrate, condense and recap, and evaluate data (Wells, 2002). The data were collected and for analysis, the three main themes derived from the research questions were used to produce subthemes to analyse the findings from the structured questionnaire. Patterns were followed to draw conclusions and recommendations. All responses were counted by the researcher and converted into percentages. The qualitative data collected from participants using a structured questionnaire was presented through reporting.

## 5.9 RELIABILITY AND VALIDITY OF THE STUDY

According to Lincoln and Guba (1985), trustworthiness is one way for researchers to persuade themselves and readers that their research findings are worthy of attention. The trustworthiness criteria such as reliability and validity ensure the accuracy of their research findings employing the qualitative research methodology. The qualitative trustworthiness criteria followed in the context of this study were credibility, conformability and dependability.

### 5.9.1. Credibility

Credibility is defined as the believability of a source, and it rests largely on perceptions of the trustworthiness and expertise of the information source as interpreted by the information receiver (Metzger and Flanagin, 2013). The information is structured in such a way that it is believable to the participants. Peer debriefing (sharing questions about the research process and/or findings with peers who provide an additional perspective on analysis and interpretation) will be used to enhance credibility. A qualitative researcher during the research process is required to seek support from other professionals willing to provide scholarly guidance, such as members of academic staff, the postgraduate dissertation committee and the department.  Feedback from peers also helps the researcher to improve the quality of the inquiry (Anney, 2014).

### 5.9.2 Dependability

Dependability refers to the consistency and reliability of the research findings and the degree to which research procedures are documented, allowing someone outside the research to follow, audit, and critique the research process (Streubert, 2007). The study was dependable in such a way that the same results would be obtained if used in the same situation keeping in mind that changes may happen throughout the research.

### 5.9.3 Conformability

Researchers must demonstrate that the results are clearly linked to the conclusions in a way that can be followed and, as a process, replicated (Moon, Brewer, Januchowski-Hartley, Adams and Blackman, 2016). Data analysed in the context of this research was rechecked to enhance conformability.

### 5.9.4. Trustworthiness

The purpose of the research, how it was conducted, procedural decisions, and details of data generation and management of the study were transparent and clear and no information was withheld from the participants. An assessor would be able to follow the movement of proceedings and verdicts and understand their sense because there was

a satisfactory description, clarification and rationalisation of the methodology and methods (Kitto, Chesters and Grbich, 2008, in Hammarberg et al., 2016).

## 5.10. ETHICAL CONSIDERATIONS

Ethics is associated with morals that deal with substances of wrong, right, and conforming to the given standards of conduct (Babbie and Mouton, 2006:113). They further demonstrate that ethical consideration arises when there is an interaction between the different groups that are involved in the study. Since it is a pre-requisite for the researcher to adhere to ethical considerations when conducting a study, the researcher complied with the following ethical consideration throughout the study.

### 5.10.1. Voluntary participation

De-Vos et al., (2015:116) contend that participation in every study must be voluntary at all times, and no one is coerced to participate in the study. They further state that it is the responsibility of the researcher to get permission from participants to take part in the study because failure to do so will distort the results of the study. The participants in this study participated out of their own will and were guaranteed that they were allowed to stop participating in the study whenever they wanted to. Participants in this study were informed of the sole purpose (academic) of the study and were asked to complete the questionnaires only to the best of their knowledge. In essence, participation in this study was voluntary to ensure the protection of participants and no one was forced to participate in the study.

### 5.10.2. Anonymity and confidentiality

Everyone has the right to privacy. The right to privacy in the South African context is provided for and protected by the Constitution of the Republic of South Africa. Chapter 2 of the Constitution of the Republic of South Africa established the Bill of Rights, where Section 14 provides that everyone has a right to privacy. Privacy speaks to personal privacy, while confidentiality refers to how the data collected is handled in a confidential manner (De-Vos, 2014: 119). During the data collection process, the researcher

ensured that information provided by participants was the only individual who had access to the information and their identity was protected and remained anonymous. The researcher did not disclose the participants' information, views and attitude in the public domain. Anonymity means that researchers do not have an automatic entitlement to reveal things to a wider public that the people themselves may regard as private (Crow and Wiles, 2008). It means that the participants have a say in whether or not to disclose their identity. The research ensured anonymity by asking whether the participants would like their identity to be revealed. Confidentiality means that individuals are free to give and withhold as much information as they wish to the person that they chose (Fouka and Mantzorou, 2011). The researcher is responsible for maintaining confidentiality that goes beyond ordinary loyalty. The Bill of Rights also ensured the participants that everyone has the right to privacy and the researcher respected the decisions of the participants, and the identities of the participants were not disclosed.

## 5.11. SIGNIFICANCE OF THE STUDY

The study will add to the theoretical and empirical literature in the field of public administration. The study makes a unique contribution to the gaps in political leadership and service delivery. Furthermore, the study will add to the existing literature for future research and act as a reference source within the Public Administration discipline.

## 5.12. CONCLUSION

This chapter outlined the research design and methodology adopted for this study to respond to the research problem and objectives. It is worth noting that both qualitative and quantitative research design and methodology were employed in this study. Furthermore, the researcher described the study area, target population and sampling techniques as well as the size used in this study. Moreover, the researcher outlined the data collection instrument, whereby structured interview and document analysis were used to solicit qualitative data and open-ended questionnaires to solicit quantitative data from participants. The notion of ethical consideration was also discussed in detail. The

significance of the study was explicitly stated, with reference to its contribution to the theoretical and empirical literature of public administration.

The next chapter is about data presentation and analysis. It concentrates on the research methodology chosen to respond to the research aim, objectives, and research questions. It covers the qualitative research method in great detail, including sampling procedures, data collection instruments, and how the data were analysed. The validity and reliability of the study is one of the major characteristics of credible research that entices readers to assume that the research conclusions and recommendations are authentic. The research methodology processes were followed. The presentation, analysis, and interpretation of findings will be addressed in detail in the following chapter.

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**CHAPTER SIX**

**RESEARCH FINDINGS, ANALYSIS AND INTERPRETATION**

**6.1 INTRODUCTION**

This chapter discusses the presentation and interpretation of the findings of the study. A mixed research methodology was used to investigate the impact of leadership on the socio-economic development of municipalities. Findings are presented in accordance with the participants' responses to the self-administered structured questionnaire and face-to-face interviews. The findings from the document study are also presented in this chapter. Qualitative and quantitative data was analysed and the researcher assessed the responses and grouped them into themes. This assisted in assessing the experiences and deeper expression of participants' views on the phenomenon under study. Also, this chapter deliberates on the analysis of data collected through interviews and questionnaires as well as document analysis. The empirical study and document study was conducted to investigate the impact of leadership on the socio-economic development of South African municipalities. The focus was on the Polokwane Local Municipal Council and the researcher compared analysis between Ward 10 villages and Seshego Township regarding political leadership and service delivery. The rationale behind this was because leadership is essential and plays a significant role in service delivery and the development of society. Further, this chapter focuses on the analysis of primary data that was sourced and collected mainly through face-to-face interviews from Polokwane Local Municipality's officials and councillors as well as members of the community from Seshego and Ward 10 villages. The researcher utilised document study to collect literature, which supported the findings of the empirical study. It should be noted that since the villages in Ward 10 fall under the leadership of traditional authority, self –administered questionnaires were disseminated to the traditional leader (Kgoshi) and his headmen. As such, 16 participants from the Polokwane Local Municipal Council were interviewed about political leadership and service delivery. Moreover, 200 questionnaires were distributed to the members of the community and the community structure representatives and 141 questionnaires were returned. The

study investigated the role of the administrative and management role of municipal officials as well as the political leadership regarding socio-economic development and service delivery.

## 6.2 PRESENTATION AND ANALYSIS OF FINDINGS

The findings and analysis are presented in the following sections supported by illustrations. The findings are analysed using both qualitative and quantitative approaches. Quantitative data were analysed by the use of graphs, pie charts and tables generated from Microsoft Excel spreadsheets.

### 6.2.1 Qualitative and Quantitative Research Findings

The findings below emerged from the interviews conducted with the councillors, municipal officials, members of the community, community structures representatives and document analysis.

### 6.2.2 Municipal Councillors and Officials Findings

The findings were derived from the Executive Mayor, five (5) councillors from the African National Congress (ANC), one (1) councillor from the Democratic Alliance (DA) and one (1) councillor from Economic Freedom Fighters (EFF). The findings were also derived from seven (7) municipal officials, including the Municipal Manager, Chief Financial Officer and Directors of the Technical Services, Strategic Planning, Corporate Services, Transport and Infrastructure, Planning, and Local Economic Development (LED) departments. Sixteen (16) respondents were interviewed from the Polokwane Local Municipality. Different opinions and perspectives from ANC, EFF and DA contributed towards the real situation regarding the impact of leadership on socio-economic development within the Polokwane Local Municipal Council with specific reference to Seshego Township and the Ward 10 villages.

### 6.2.3. Biographical Information of Respondents

The biographical information provided the researcher with an in-depth understanding of the respondents' profiles. The profiles assisted the researcher in understanding the authority bestowed by the municipality on the participants. The researcher was given information about the respondents' gender, position, experience, and level of education. As a result, the biographical information is presented below. Before delving into the key parts of the research, it is essential to understand the profiles of the councillors and municipal officials. Sixteen (16) Polokwane Local Council research participants. There were ten (10) males and six (6) females among the participants. Except for two councillors who have only a Grade 12, all of the participants have university degrees and substantial experience in local government spanning more than sixteen years. The aim of obtaining the information was to collect precise information about the functionality of the municipality.

#### *6.2.3.1 Gender of the respondents*

Figure 1: Gender of Respondents
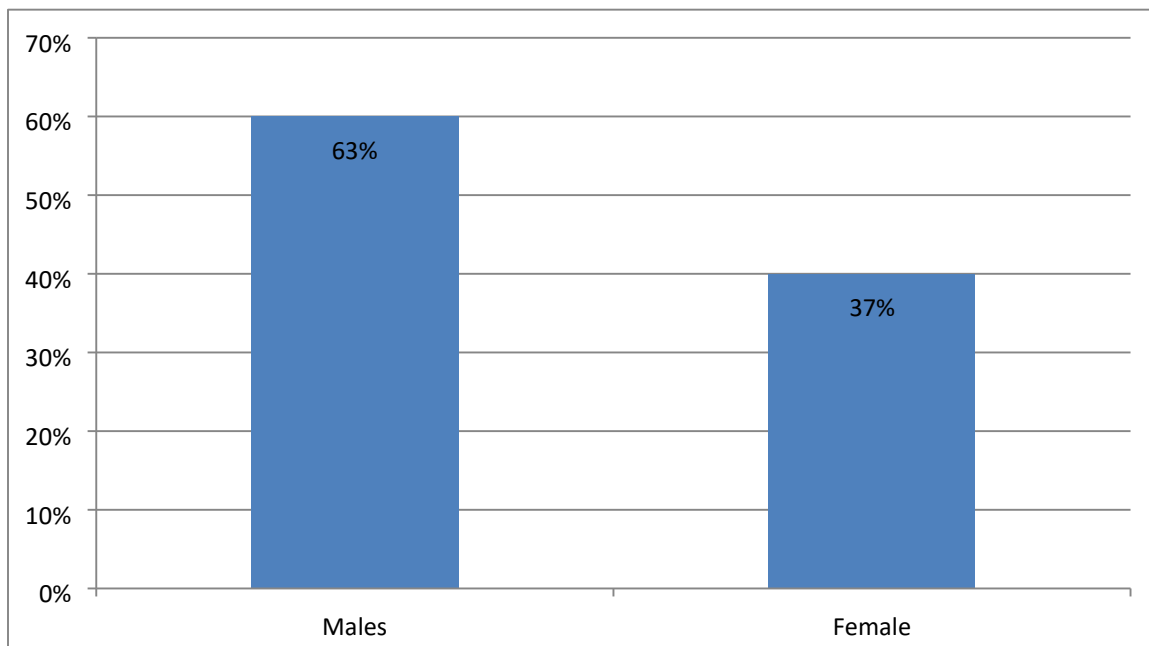
Gender consideration is a key component of work representation in South Africa. In general, it is assumed that there are more males than females in South Africa's employment categories. According to the figure above, males make up the majority of participants in this study (63%) while females make up only 37%. This clearly demonstrates the depth of the gender discrepancy. Gender policy and programmes are critical for ensuring women's empowerment and consideration in strategic areas of power and decision-making.For the purposes of this study, this indicates that municipal decisions are influenced and made by men, with little involvement and participation from women. The non-sexist nature of the decisions taken does not resonate with current **gender discourse.**

### 6.2.3.2Positions of the respondents

Figure 2: Positions of respondents
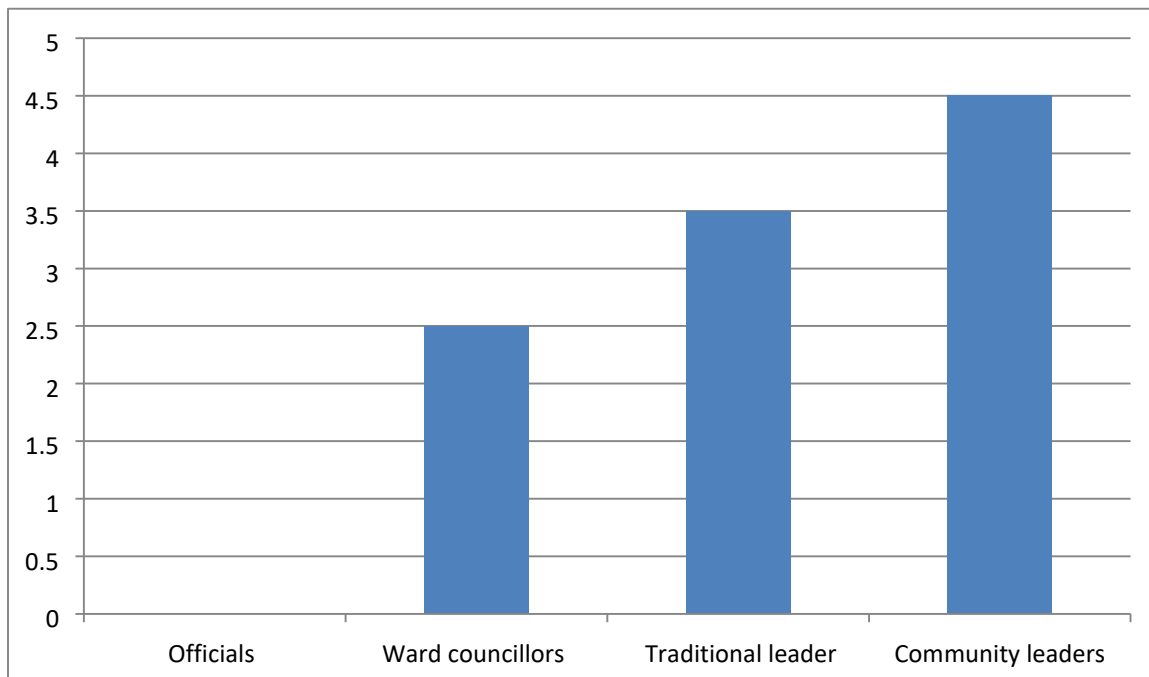


The position of responsibility at work is significant because it determines authority and decision-making levels. It places responsibilities on those who should provide strategic leadership and drive the vision and actual performance of the organisation, institutions,

government departments, and municipalities. According to the table, the bulk of participants in the study were community leaders, followed by traditional leaders and ward councillors. According to the findings of the study, seven senior officials hold managerial positions and were interviewed. Aside from that, six councillors were interviewed, three of which are senior because they are the Executive Mayor, Speaker, and Chief Whip. They all have the authority to make decisions that impact the municipality and its citizens, both individually and collectively.

### 6.2.3.3 Experience of respondents

Work experience is seen as a vital component of leadership and management in the Republic of South Africa; hence legislation and policies have been enacted to provide minimum standards in this regard for someone to obtain a promotion in the administration. There is currently a political discussion taking place to determine the minimum performance standards for political deployment in order for them to cope with the workload associated with appropriate decisions and oversight. This is significant because it has been proven beyond reasonable doubt that people with the necessary skills and experience are functioning in accordance with established performance criteria and possess suitable leadership skills. Do a better job and lead accordingly. According to the findings of the study, four of the top officials have more than thirteen years (13yrs) of experience in local government, one has eleven years (11yrs), one has seven years (7yrs), and another has five years (5yrs).

Furthermore, it demonstrates that the Executive Mayor has five years (5yrs) of local government experience, the Chief Whip has ten years (10yrs), and the Speaker has fifteen years (15yrs). Two councillors from the EFF and the DA have less than five (5) years of experience in local government. This provides balanced scenarios or evidence of what is required for the political administration to progress.

Figure 3: Years of Service

| 3-5 | 6-10 | 11-15 | 16+ |
|------|------|-------|-----|
| 2 | 1 | 13 | |

The majority of those interviewed have between 11 and 15 years of experience. There is a balanced representation of years of experience from 1-6 and 6-10. The participants' service experience is commendable.

### 6.2.3.4 Educational levels of respondents

It is essential for the municipality to employ senior managers with tertiary education qualifications since their academic achievement will improve efficacy and service delivery. According to the study, six senior officials have postgraduate degrees and two councillors have undergraduate degrees.

### 6.2.4 Nature of Service Delivery in Polokwane

The nature of service delivery in the Polokwane Local Municipality was explored. In examining the nature of service delivery, the researcher sought to determine whether the municipality provided equitable service in terms of adequate service delivery in rural areas compared to urbanised areas. The researcher wanted to establish if service delivery conformed to the Batho Pele principles. The researcher aimed to determine if service provision in Seshego and Ward 10 communities was sustainable. Another objective was to determine whether the services were balanced and equitable, and whether municipal services were given on time and adequately, and whether the municipality was satisfied with the services offered to the areas being studied.

**6.2.5 Provision of equitable and quality services to the local communities**

It was discovered that both municipal officials and councillors believed that the services provided by the municipality to the two study areas were equitable and of good quality. According to the respondents, services are provided in accordance with the budget, which is implemented in an equitable manner. According to these responses, every respondent believes that their municipality provides equitable and high-quality service to both urban and non-urban settlements.

**6.2.6Timely and adequate provision of services**

Municipalities are notorious for delivering services to their communities late. This frequently leads to service delivery protests. The researcher looked into this to see if Polokwane Municipality offered timely and adequate service. It was stated that the municipality provided timely and adequate services to the two study areas in the same way as they do to their adjacent urban communities. However, few respondents indicated that ''budget constraints '' may impede timely and adequate service provision.

**6.2.7 Varied Service delivery between Non-Urban and Urban Areas**

The mushrooming opinion in current local government administration is that there is varied service provision between urban and non-urban. Municipalities are said to be biased in this regard. This was probed to determine the opinions of Polokwane Municipality officials and councillors as service providers to the local communities. However, all interviewees believe that the municipality has set a common standard for service provision for all areas even though it is very difficult to satisfy the members of the community. The majority of the participants are of the opinion that service provision is varied. The majority believe that the urban areas are better serviced than non-urban areas because of different grants used for development.

### 6.2.8 Service Provision based on Batho Pele Principles

Public Administration delivery must be based on the Batho Pele Principles wherein adherence to information, access, transparency, courtesy, redress and other Batho Pele principles in service provision is a necessity. The interviewees were asked if they considered and implemented the Batho Pele principles in the provision of municipal services. According to the consensus, services are delivered in accordance with the Batho Pele principles. They identified the Polokwane Integrated Development Plan as a tool for ensuring that their services are delivered in accordance with the needs of the community.

### 6.2.9 Provision of Sustainable Services to the Communities

It was found that all of the municipality's participants believed that the services provided by the municipality to the communities were sustainable. Furthermore, municipal officials and ward councillors stated that their services are long-term since they are based on a set of standards and norms.

### 6.2.10 Provision of equitable and balanced service based on demographic dynamics and measures

One of the challenges of local government service provision is the employment of a one-size-fits-all approach. Municipalities face a variety of developmental challenges, and a one-size-fits-all strategy has a number of flaws. The researcher wanted to know if municipal officials considered demographic patterns while providing equal and balanced services. It was determined that both officials and councillors believed that demographic dynamics are well taken care of in service provision. They all agreed that the Integrated Development Plan process collected needs analysis for priority discussions. The researcher also probed to check whether the areas have been neglected for years deliberately or not as one of the questions asked whether they are getting quality and sustainable services irrespective of their geographic location. It was indicated that the historical backlogs contributed negatively towards the development and negligence of the study area.

One of the participants indicated that the Municipality council and administration does not think that the services rendered are biased instead their approach to the provision of services to both urban and rural areas is the same. Another respondent stated that the municipality provides services in a balanced in both rural and urban areas. However, there is a huge backlog in the villages because of inadequate infrastructure. The villages have been neglected for many years but that does not mean the Municipality provides services in an inequitable manner. Another participant indicated that from his observation it appeared as if there were no service providers in the study area for many years because of the budget constraints. The inherited non-provision of services resulted in a huge backlog that created the perception of inequitable service provision. The argument by respondents is that service delivery is balanced and equitable because the total budget allocation for service delivery is for all the areas within the local municipality.

It was said that the study area received no special attention, but they were assisted in the same way that many other regions in the wards were. Because they are included in the Service Delivery Implementation Plan, they have access to the same services as other areas. The areas are included in the planning process, and when resources are allocated to Polokwane municipality communities, they are also included. The reality is that the municipality is challenged in terms of service delivery backlog and financial constraints; therefore, the positive impact is aligned with the areas' current challenges. The Municipal Manager further said that while the two areas do not receive special attention, they are not handled unequally because they are viewed and articulated differently. Indeed, the real cause in this regard is that, despite the challenges and resource constraints mentioned, it appears as if there has been no multiyear plan to incorporate Ward 10 villages since 1995 that could be prepared to reflect the consistent approach to development of the areas. Despite the historical backlog, the pace of development in Ward 10 communities has been modest.

**6.2.11 Satisfaction about the quality and quantity of services provided to Ward 10(two studied areas)**

It was found that the municipal services offered are of good quality; however, they all indicated that quantity was still a work in progress. They stated that while some milestones are met on schedule, others are not due to resource constraints.

**6.2.12 How  Polokwane Municipality addresses developmental needs of its rural and urban settings**

South African municipalities are being chastised for their service delivery in terms of both urban and non-urban communities. Although municipalities are obliged to treat their urban and non-urban areas equally, pragmatic realities result in varying service provision. The researcher investigated how the municipality addresses development needs in rural and urban areas, with a focus on interaction with other spheres of government, the extent to which the IDP addresses spatial rationale and balanced development, the inclusiveness of the IDP, and the extent of two areas in planning and work done to ensure development. Furthermore, the level of development and service delivery to Ward 10 villages, the approach to comprehensive service provision and its impact on the two areas, the municipality's capacity to deliver services and assess the impact thereof, problems and challenges related to development and service provision in their area. In addition, plans and services provided by the municipality in Ward 10 villages, as well as the level of productive, sufficient, and sustainable development were investigated. These were the principles underlying service provision in the municipality, as well as sustainable access to services and development.

*6.2.12.1 Interaction with other spheres of government*

It was established that the municipality was constantly interacting with other spheres of government to achieve programme synergy. The majority of respondents stated that interaction took place at government meetings in which municipalities and departments are brought together to present their plans. Few mentioned Intergovernmental Relations

Structures (IGR) and the submission of various quarterly and annual reports to various departments.

It was claimed that the municipality made serious efforts to bring stakeholders together, including Government Departments, to ensure shared planning and a focus on the municipality's development issues. The IDP Forums are convened or called in order to collaborate with other departments and share important information. Water Services Plans, for example, are created in collaboration with the Department of Water Affairs and Sanitation, and Integrated Transport Plans are developed in collaboration with the Department of Transport.

### 6.2.12.2 The extent to which the IDP addresses spatial rationale to achieve balanced development

It was found that the spatial rationale was included in the municipality's development objectives. According to the other respondent, "Polokwane Municipality has developed a planning system that guides spatial and land use planning within the municipality." The majority of interviewees mentioned the municipality's available Spatial Development Framework as a tool for addressing spatial rationale for balanced development.

### 6.2.12.3 Level of development and service delivery to communities of Ward 10 villages

According to their analysis, both officials and councillors believe that Ward 10 communities are functional. They qualify this claim by stating that plans established in those areas are always carried out. As a result of this, development and service delivery are accomplished.

### 6.2.12.4 Approach to Comprehensive Provision off Services and Impact on the two areas

In this aspect, the participants had varying views on the approaches taken. They include the integrated approach, the IDP, legislative frameworks, and needs assessments. There was no mention of the impact on the two areas by any of the participants.

### 6.2.12.4 Capacity of the municipality to deliver services and assess impact

The respondents were asked to answer to whether Polokwane Municipality was capable of providing services and to assess the impact thereof. Participants indicated that the municipality has the capacity to deliver services and assess the impact of those services. One participant stated that the municipality is capable in terms of human resources, equipment, and National Treasury funding. One interviewee also stated that the impact was assessed using the Service Delivery Budget Implementation Plan (SDBIP).

### 6.2.12.5 Problems and Challenges regarding development and provision of services

Municipal officials are in a better position to obtain that information, such as from the Municipality's IDP office. The responses varied, but in general, respondents identified water, electricity, and budgetary problems as the most pressing issues affecting development in the Polokwane Local Municipality, particularly in rural areas.

### 6.2.12.6 Plans and services provided to Ward 10 villages

The researcher's objective was to verify if there were any programmes in place to ensure that the villages received the promised services. All participants agreed that plans and programmes existed, and that the implementation process was in full swing. Water, electricity, and road infrastructure were all listed as significant focus areas. This, however, contradicts what other interviewees said about the nature of issues like crime and unemployment. Others are being implemented, despite the fact that others are not being implemented. It was stated that the area was impoverished and that the suggested plans and programmes required immediate attention. Despite the municipality's economic plans, they do not appear to have a positive impact in Ward 10 villages. There is also an Indigent Policy in place, which helps to focus on the areas, and one participant stated that villages within Polokwane Municipal Council, including Ward 10 villages, benefit from the Indigent Policy. This policy is extremely liberal in that, instead of merely providing 50kw of electricity, each indigent household receives 100kw.

The municipality wants to ensure that every home has access to water, electricity, and, where applicable, property rates. The above-mentioned policy cannot be the sole solution to the community's challenges. A well-defined City Regeneration and Development Strategy is required to speed up processes and position people as active participants and partners in planning and development.

The participants noted that the municipality's water infrastructure was extremely troublesome due to old asbestos pipes that burst on a regular basis, resulting in water loss. The other issue was that the water source from the Lepelle Water Board was posing a serious challenge to the municipality and its communities. One of the political leaders attested to the fact that there were water challenges in the municipality because Lepelle Water Board was not maintaining its infrastructure correctly. This led to financial, legal, technical difficulties and a shortage of water supply. They replaced Old Asbestos water pipes in the City to improve services as well as water schemes in Ward 10 villages. Across all the participants from the municipality, water supply was the major concern in Seshego Township and Ward 10 villages. The participants also mentioned the 110km pipeline that supplies Polokwane city and all the surrounding suburbs, Ward 10 villages and Seshego Township. It was also stated that the water was pumped from the dams of Ebenezer, Haenertsburg, and Olifantspoort. Participants stated that politicians should implore communities not to vandalise water infrastructure owing to water scarcity in their particular localities. One of the participants claimed that Ward 10 communities were dry and lacked subsurface water. Drilling boreholes as a contingency plan was tried but failed. One participant stated that electricity was a basic need because we no longer utilise wood and paraffin for household chores. In terms of electricity supply, the city is performing well. The Ward 10 villages, on the other hand, face difficulties with electricity supply. It has been stated that the available electricity priority list could not be easily amended because communities were well informed about the prioritisation of electricity supply-related challenges. The electricity in Ward 10 villages is supplied by Eskom, and when there are problems with the supply, members of the community confront the local municipality, which is not responsible for the area's electricity problems.

### 6.2.12.7 The extent of ensuring productive, sufficient and sustainable delivery

Representatives from the municipality noted that in order to maintain public trust, service delivery should be sustainable. The responses differed from one respondent to the next. Priority interviewees underlined the importance of close working relationships with Ward Communities and Community Development Officers. It was also advised that the municipality work based on a three-year Medium Term Expenditure Framework (MTEF), adhering to service delivery norms and standards, and working based on IDP objectives.

### 6.2.12.8 Municipality principles underpinning service delivery

Batho Pele (People First) Principles are ingrained in South African public administration. As a result, respondents were requested to share their knowledge and experience regarding the principles underlying service provision in the municipality. Although the majority of respondents mentioned Batho Pele principles such as transparency, integrity, responsiveness, and professionalism, some respondents mentioned other principles such as participatory, consultative, and approachable. It was stated that basic principles must be understood in order to serve the people by demonstrating loyalty, honesty, accountability, care, and love. It was also said that Polokwane Municipality subscribed to the philosophy of service to the people based on the core Batho Pele Principles. The fight against corruption is essential for leaders who want to lead with integrity. The Mayor stated that systems have been developed to curb and manage unethical behaviour since it would have a negative impact on the City, and that committed leadership to serve is essential. It was stated that leaders should always be ethical when making major decisions. The City's leadership is motivated by the desire to serve and deliver services equitably; thus, the entire City has infrastructure projects for social and economic use. It is evident that the municipality understands and embraces the Batho Pele Principles as basic values underpinning public administration for better and quality services.

## 6.3 NATURE OF SOCIO-ECONOMIC DEVELOPMENT IN POLOKWANE MUNICIPALITY

The study's intention in this aspect was to determine the nature of socioeconomic development in the Polokwane Municipality. In order to determine this, the study required information on the impact of municipal plans on vulnerable sections of society, municipal contributions to community empowerment, health and education profiles of communities, values of communities and socio-economic leaders, socio-economic profile of the community, level of development infrastructure, and the impact of psycho-social factors on communities.

### 6.3.1 Impact of municipality plans on vulnerable sections of the society

Participants were required to share information on the impact of the municipality's plans on the vulnerable, such as women, people with disabilities, and children. It is the Municipality's duty to protect the most vulnerable members of the community within their jurisdiction. It was found that all participants agreed that the municipality's plans cater to the vulnerable persons under the municipality's jurisdiction. Officials and councillors said that there were plans, such as programmes in the Executive Mayor's office dealing with women, children, and persons living with disabilities, and that their needs are cared for under the special category focus. One of the respondents argued that, despite the availability of programmes in the municipality, the beneficiaries are unable to express clearly how many the programmes benefit the communities.

### 6.3.2 Contribution of the municipality in the empowerment of communities

Municipal officials and councillors stated that the municipality is expected to be a socioeconomic player in its jurisdiction. It must contribute to skill development, training, ABET programmes, and arts and culture activities. In this regard, the majority of interviewees stated that the municipality played a role in empowering its people. According to one interviewee, the municipality has established a unit to deal with

community empowerment. It was established that the municipality is fulfilling that role by offering bursaries, internship and learnership opportunities to youth, and Local Economic Development (LED) programmes for Small, Micro and Medium Enterprises (SMMEs). The initiatives are handled through a special focus programme on cultural activities within the municipality.

**6.3.3 Health and Education Profile of the Community**

There was no satisfactory response from a municipal official. Only one participant responded to the fact that their health profile is good, although their education is average. Any participant supported the response. One of the officials spoke at length on the educational backgrounds of the people in the area, stating that if such backgrounds are low, issues of health and poverty will sneak in and affect their participation in public meetings and forums. It has been claimed that the educational profiles of people in society determine their health status. It seems that they are not highly educated, as proven by exchanges where the quality of inputs and discussion is not fundamentally changing the status quo. Language use is always vernacular, limiting their in-depth analysis of the documents presented. Furthermore, many young people have graduated but are unemployed, prompting them to continue to demonstrate outside municipal offices in order to express their dissatisfaction.

**6.3.4 Values of communities and socio-economic leaders**

Councillors stated that it is critical for local government leadership to consider the values that underpin service delivery. The response to this varies from one person to the next. Both officials and councillors rated responsiveness, consultation, responsiveness, transparency, integrity, and strong community ties as important value.

**6.3.5 Socio – economic profile of the community**

Municipal officials, as custodians of municipality information through various documents, are thought to have information about the socioeconomic profile of the community, particularly through the municipality's IDP. According to the officials, many areas, such

as Ward 10 villages, have seen no socioeconomic development initiatives. Despite their proximity to the city, these communities became victims of apartheid spatial planning. The situation in Sandton and Alexandra was noted as a classic example. It was pointed out that one nation is rich and lives an opulent life, but another is impoverished, densely populated, and lives in deplorable conditions. The challenges of unemployment, inequality, and poverty are quite pervasive in the study area, necessitating considerable efforts and attention from government departments.

### 6.3.6 Level of Infrastructure Development

One of the developmental issues that municipalities confront is infrastructure development. Municipal officials were asked to share their knowledge about the level of infrastructure development in the villages under examination for this study. According to all participants, the infrastructure provided in the villages ranged from average to adequate. It was also mentioned that basic infrastructure such as electricity, sanitation, housing, roads, and transport are provided. The responses are consistent with previous reports that infrastructure development is a developmental challenge in the studied areas. Similarly, the municipality is confronted with the thorny issue of land invasion, which in some areas is instigated for political motives. Land reform and restitution in the country is one programme that is taking time, although there is now a parliamentary process underway to address this historic reality. Land invasion, on the other hand, should be managed because strategic land is acquired for secondary reasons, while the primary essence of such pieces of land is lost.

### 6.3.7 Impact of Psychosocial factors on the communities

It was found that empowerment programmes have a good impact on the communities under study. Furthermore, such programmes should be strengthened and sustained in order to help communities develop.

## 6.4. REASONS FOR VARIED SERVICE PROVISION IN SESHEGO VILLAGES AND POLOKWANE

The reasons for the disparities in service provision between Polokwane City, Seshego Township, and the Ward 10 villages were explored. The major problem areas addressed were factors that impede or provide unequal development in both areas, and whether a better approach exists to promote equitable attention and approach to development for two areas. Also, the manner in which resources are allocated to ensure development in those areas, budget allocation striking a balance, occurrences in previous years demonstrating a balanced approach and proper allocation in both areas. Moreover, municipal capacities to carry out mandates and implement development programmes, budget linkages to strategy to ensure equitable allocation, designed procedures to assist strategic resource allocation, and a joint-based budgeting approach are all essential.

### 6.4.1 Varied service provision in the municipality

The perception of development of South African local communities and urban areas is that they are treated differently at different levels, with villages typically being neglected. It was discovered that there is no variation in service provision based on geographic dynamics. It was said that the services provided are based on the priority programmes and projects outlined in the Polokwane Local Municipality's IDP. According to Polokwane Municipality officials, the municipality's services are not preferential. It was stated that, while the municipality works hard to deliver services, it experiences complexities regarding the culture of non-payment of services. Many people and businesses do not pay for services, which has an impact on the municipality's fiscal capacity. As a result, payment for services remains a big concern, and the municipality is trying hard to re-instill the payment culture.

### 6.4.2. Factors hindering equal developments in Seshego and Ward 10 villages

According to reality and public perception, development of rural and urban settlements within the same municipality is unequal. Low levels of revenue, a lack of project funding,

and other issues are impeding equal development in Ward 10 villages. Based on these highlighted impediments, it is obvious that fiscal issues are a serious hindrance to equal development in Ward 10 villages. Not only has that, but the constant turnover of political leadership contributed to a lack of concentration in some areas because plans are always changing depending on who is in charge at any particular time.

### 6.4.3 Existing better approach promoting equal attention and development of two areas

Since reality reflects a conflicting scenario, the municipality must be convincing about its approach to rural and urban development. It was revealed that there is collaboration and improved ways to equitable attention and development in the study area. Officials and councillors cited several approaches such as the District Development Model, community collaboration, and formalisation of informal settlements.

### 6.4.4 Manner of allocation of resources to ensure development of the two areas

According to reports, the allocation of resources between urban and rural areas within the same municipality is uneven. The participants emphasised the importance of allocating resources based on the IDP prioritisation list. This implies that the Polokwane Local Municipality is allocating resources in an equitable manner between its urban and rural areas.

### 6.4.5 Adequate budget allocation

The officials were required to describe whether their budget strikes a balance between their areas, as well as what their priorities are for development and service provision in Ward 10 villages. It is extremely rare for a budget to find a balance in a context like the Polokwane Local Municipality, which is made up of a significant number of rural villages. It was established that certain municipality participants said that there is no strike of balance in the assigned budget, while a few respondents indicated that there is a strike of balance. Participants who indicated that there is no strike of balance suggested that the municipality requires more budget to achieve development and service delivery.

Those arguing for a successful strike of balance stated that "the municipality's developmental needs are being met in all of its urban and non-urban areas through the IDP objectives."

## 6.4.6 Events of the past showing balanced approach and proper allocation of resources

In this regard, different officials and councillors responded differently. It was stated that equitable provision of services to all areas, consultation with stakeholders, and sourcing funds from the National Treasury, budgeting, and IDP as a means of providing priority projects for areas per year were all necessary in guaranteeing proper resource allocation.

## 6.4.7 Municipal capacity to carry mandate and implement development projects

The capacity of the municipality and its officials to carry out development mandates and provide services is crucial for local government. Municipalities create and approve IDPs; however, successful implementation of projects proposed in the IDP is difficult. Human resources, machinery and equipment, as well as financial resources, were all mentioned as having various capacities. According to the interviewees' responses, the Polokwane Local Municipality has the human and capital resources to carry out the developmental and service delivery mandates.

## 6.4.8 Budget linkages to strategy to ensure equitable allocation

Often, the missing link between the budget and the strategy leads the developmental mandate to fail. A budget that is linked to a strategy is more likely to achieve equitable resource allocation to beneficiaries. It was observed that the budget is linked to the strategy and promotes equitable resource allocation in the municipal area. This is evident in the IDP, which measures institutional performance. It has been stated that the link exists, however it is not an easy task. The budget is deduced to be linked to the strategy; however, the success cannot be confirmed.

**6.4.9 Designated procedures that guide strategic allocation of resources**

In this regard, responses varied, and it was mentioned that the municipality had committees, process plans, and IDP. It can be extrapolated from this that the Polokwane Local Municipality has established procedures that guide resource allocation. The procedures are important in helping with the strategic allocation of resources.

**6.4.10 Joint based budgeting approach**

It was established that the municipality uses a joint-based budgeting approach. Such a strategy is capable of mitigating the possibility of divergence in assorted development. Budget inputs come from a variety of stakeholders.

**6.5 DOMINANCE AND INFLUENCE OF CLIENTELISTIC OPERATIONS ON BUREAUCRACY, ALLOCATION AND DISTRIBUTION OF RESOURCES**

The researcher analysed the character of the municipality's political and administrative leadership in order to determine the dominance and influence of clientelistic operations on bureaucracy allocation and distribution of resources. The inquiry included reciprocal adaptation and its impact on service development and provision, power distribution for entrepreneurial participation and economic activities, and municipality scale and its impact on resource patterns. The study also looked at misallocation and lack of governance, as well as its impact on municipalities. Finally, the study investigated whether votes influence the distribution of development resources.

**6.5.1 Character of political leadership and administrative leadership of the municipality**

The attainment of municipal objectives will be ensured by the municipality's correct political and administrative leadership. The responses of the seven participants,

although varied, reaffirmed the Polokwane Local Municipality's positive political and administrative character. As previously stated, a different character such as consultative, stakeholder cooperation, progress, and community focused. It can be determined that the Polokwane Local Municipality's political and administrative character is consistent with effective service delivery principles.

Since a municipality is a political organ, political leadership is essential. Rivalry between political parties, competition within a political party, and managing transition after every election are three main concerns that are always evolving within the municipal context. The three core issues are outlined below.

### 6.5.1.1 Competition between political parties

In terms of political party competition, it should be noted that local government institutions are political entities, hence politicians canvass votes and are elected into office to serve specific political mandates based on their election manifesto. This characterises councillors as members of the ruling party, and they do have their own interests despite belonging to the same party. Their efforts and decisions are understandably oriented at servicing their constituency and strengthening their political base. As a result, resource allocation is heavily influenced by contests of interests, which often get robust with the exchange of words in party caucuses competing for resources.

The participant made a significant point on the need of serving a constituency in hopes of preventing councillors from being voted out. For instance, the EFF won Bi-Elections in Ward 10 because the ANC councillor failed to fulfil commitments and hence lost the ward to the EFF. The opposite is also true: when the ruling party has an overwhelming majority in government, it frequently suffers from incumbency and complacency, resulting in inadequate communication. The Polokwane Local Municipal Council is made up of councillors from the ANC, the EFF, the DA, and the Freedom Front Plus, making it a multiparty council.

### 6.5.1.2 Competition within a Political Party

It was established that political dynamics are not only brought about by different parties as it is normally expected, but also by dynamics within one political party through a feature of contradictions called "factional politics". The literature on this aspect also supports issues of competition inside the same organisation. Indeed, factionalism is regarded to be a struggle for resources, influence and power by factions that are present in the State institution and in this regard the City. The municipality is not immune to such phenomena, given that there are some deployments that are difficult to explain. It was claimed that some councillors are given strategic governance responsibilities without the necessary skills and knowledge. The question of why and for what purpose remains unanswered. Given the disintegrative and integrative nature of factions, the municipality is somewhat affected in the facilitation and distribution of resources to the electorate, as indicated by community protests directed solely at the political head rather than the institution.

### 6.5.1.3 Managing Transition

It was noted that transition management for new council leadership is critical because it affects the effective handover of plans and programmes in the interest of development and continuity. It was also mentioned that leadership is a crucial component of service delivery, and that when there is instability, there is no progress. There was no effective transitional plan in place following the 2016 local government elections, which curtailed the municipality's efficiency. Due to delays in appointing senior management staff, the municipality experienced administrative instability for a period of time, creating a culture in which junior staff members assumed key managerial responsibilities. The aforementioned realities demonstrate the strong political compartmentalisation based on factions that characterises Polokwane municipality's operations.

### 6.5.2 Reciprocal adaptation and its influence on development and provision of service

It was found that the only solution is for the community to recognise itself as an engine of development. The participants placed a greater emphasis on the community in order for them to understand that they are the beneficiaries of development, infrastructure, and services. In order to do this, the municipality adopted a specific participation model to foster relationships with its communities, as the community is the municipality's most important stakeholder.

### 6.5.3 Power distribution for entrepreneurial participation and economic activities

According to community perceptions, power distributions for entrepreneurial participation are slanted towards specific clientelism in society. There was no respondent who stated whether such activities promote organisational development. Participants believed that the distribution of power for economic activity and participation is fair and transparent. It was stated that it is carried out in accordance with supply chain management policies and the Municipal Finance Management Act of 2003 (MFMA).Communities are urged to be innovative in their business ventures, according to the information provided. The distribution of power for entrepreneurial activity in Polokwane Local Municipality clearly empowers local communities.

### 6.5.4 Organisational scale and its influence on resource patterns

There was broad consensus that resource patterns and allocation are determined by the size of the municipality and its context. The better a municipality's resource base, the better its revenue collection and allocation. A municipality with a low revenue base has a lower revenue base from which to allocate funds. It was suggested that a municipality with multiple business activity draws more investors, resulting in revenue maximisation.

### 6.5.5 Misallocation, lack of governance and its impact on municipality to deliver services

It was declared that the municipality had no misgovernance or misallocation. The allocation and governance are both in accordance with the legislative framework. It is apparent from the remarks above that there is no misallocation and no detrimental impact on the members of the community.

### 6.5.6 Voters influence allocation of resources

It was observed that vote-boosting strategies have no influence on resource allocation in the municipality. It was also said that there is no certainty about voter influence over resource allocation. The following factors, as discovered, influence resource allocation: community needs and priorities, administrative capacity, and municipal planning.

### 6.6 IMPACT OF POLITICAL AND ADMINISTRATIVE LEADERSHIP IN DEVELOPMENT AND PROVISION OF SERVICES

Political and administrative leadership are thought to have an impact on development and service delivery in South African Local Government. As a result, there is a need to explore such variable relationships. The researcher sought to discover the respondents' perspectives on leadership in the municipality, their understanding of the relationship and impact of leadership on service delivery. The study also looked into the improvement and enhancement of leadership for service delivery and development, strategic leadership for organisational performance to deliver services, and the likely impact of moral and ethical leadership style for institutional performance.

### 6.6.1 The leadership of the Municipality

It was established that the Polokwane Local Municipality's political and administrative leadership are transcending. It was stated that the leadership is competent and representative. In general, it was claimed that the leadership is good and that it is focused on development and service delivery. However, practically all respondents

acknowledged that there is a serious challenge with councillors' capacity to carry out their duties due to capacity challenges caused by a lack of appropriate academic qualifications and a shortage of requisite skills. This has an impact on their ability to oversee the administration.

It was noted that the councillors' level of education is a concern because some attend meetings without reading documents and without providing input during the council proceedings. The lack of councillor participation leads to the municipality's poor performance and progress in specific sectors. It was shown that just eleven (11) of the 90 councillors have university degrees, while the rest are underqualified. Due to capacity constraints, it is clear that the challenges impacting members of the communities are not being addressed appropriately. There is evidence that some councillors do open and peruse the council agenda documents on the day of the council meeting, which has a detrimental impact on the quality of the decisions taken by Municipal Council. It was also mentioned that certain members of the Mayoral Committee collect documents for meeting discussion on the actual day of the Mayoral Committee meeting, whereas others would stay quiet despite the committee's importance. Some struggle to express themselves in English. They have the authority to lead portfolio committees and are supposed to provide oversight on Executive Directors who are well-versed in their executive functions. The concern is that there is a budget for skills development, but most of them are hesitant to enrol in formal training to improve their academic status.

It was stated that councillors' capacity is essential and must be improved. Minimum education is required for councillors in order for them to perform their primary mandate.

Furthermore, it was indicated that the continuous changing of political leaders and councillors poses leadership challenges because skills and capacity are lost and it is often difficult to quickly find a suitable replacement rapidly. As a result of the newly elected councillors' lack of confidence and experience, accountability and public participation are compromised.

**6.6.2 Understanding of relationship and impact of leadership on service delivery**

It was also argued that ineffective political leadership leads to poor service delivery. Respondents had varying perspectives on the relationship and the impact of leadership on service delivery. They all agreed, however, that poor leadership has a negative influence on service delivery. It was noted that when leadership is misguided, the provision of services degrades. It is evident that the respondents have a full knowledge of how deficient leadership contributes to poor service delivery.

To avoid interference, it was stated that there is a need for a full understanding of the separation of powers between political leaders and administration. It is far more vital for political leaders to provide clear direction than meddling in the mundane issues of administrators such as supply chain processes.

**6.6.3 Improvement and enhancement of leadership for service delivery and development**

There were various perspectives on how leadership may be improved and enhanced. However, it is apparent from their presentation that skills and capacity building were prioritised in their responses. Only collaborative planning has been shown to strengthen and improve leadership capacities. However, it was also stated during the interviews that due to political intra-party challenges, the municipality operated for two years without a Municipal Manager and Chief Financial Officer. The situation resulted in serious limitations on how the municipality handled its affairs. It was revealed that senior officials' contractual employment has a negative impact on the municipality when their contracts expire. Normally, it takes a long time to fill vacant posts.

**6.6.4 Strategic leadership for organisational performance to deliver services**

In this regard, participants provided a variety of responses, including citizen involvement, public participation, consultations, involved leadership, effective communication, collaborative and innovative leadership, and so on. It can be stated that the participants had conflicting views about what strategic leadership entails for

organisational performance. It is worth noting, however, that public participation was rated highly in the responses.

### 6.6.5 The impact of moral and ethical leadership on service delivery

Protests over service delivery in South Africa were premised on the consequences of public officials' corruption. It was noted that ethical leadership improves service delivery, but unethical behaviour causes instability and exacerbates the existing challenges faced by municipalities and community members. It was also stated that the impact of unethical behaviour could not be predicted. It may be determined that moral and the participants consider ethical leadership as a contributing factor to the improvement of municipal service delivery.

### 6.6.6 Type of leadership for institutional performance

The consensus was that a democratic leadership style should be preferred since it is appropriate and progressive, and it facilitates information sharing as well as a participatory decision-making approach. It was also stated that depending on the situation, a hybrid of democracy and autocracy should be used. Based on the remarks of the participants, it is certain that both officials and councillors prefer democratic leadership.

### 6.7 PRESENTATION OF FINDINGS FROM THE MEMBERS OF COMMUNITY IN SESHEGO TOWNSHIP AND WARD 10 VILLAGES

The information about community satisfaction in service delivery, good quality services, and community appreciation of services provided, acceptance of standards of level of development, and a proper balance of service in two areas were investigated in determining the nature of service delivery in the Polokwane Local Municipality. The following key problem areas were investigated.

**6.7.1 The nature of service delivery to the local community**

*Graph 1: The nature of service delivery to the local community*
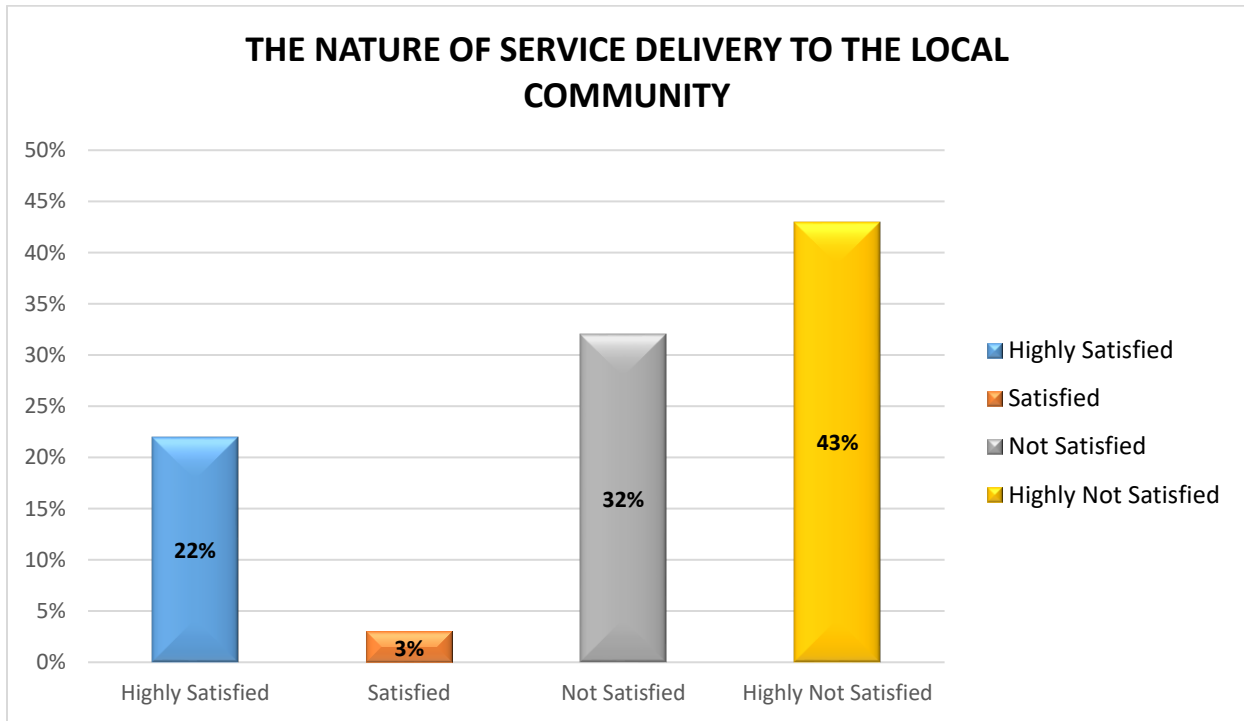


Most villages within the Polokwane Local Municipality are deemed to have inadequate service provision. This has been demonstrated by well-known service delivery protests around the areas. The following information was gathered from the communities around the research area. The results of Graph 1 above reveal that local communities are dissatisfied with the sort of services provided to them. The majority of respondents (43%) believe that the way services are provided to them is highly not satisfactory. Onlya small fraction (22%) of respondents believes that the services provided are satisfactory.

## 6.7.2 The quality of services provided to the local residents

*Graph 2: The quality of services provided to the local residents*

THE QUALITY OF SERVICES PROVIDED TO THE LOCAL RESIDENTS

25% Satisfied
27% Highly Satisfied
32% Not Satisfied
16% Highly Not Satisfied
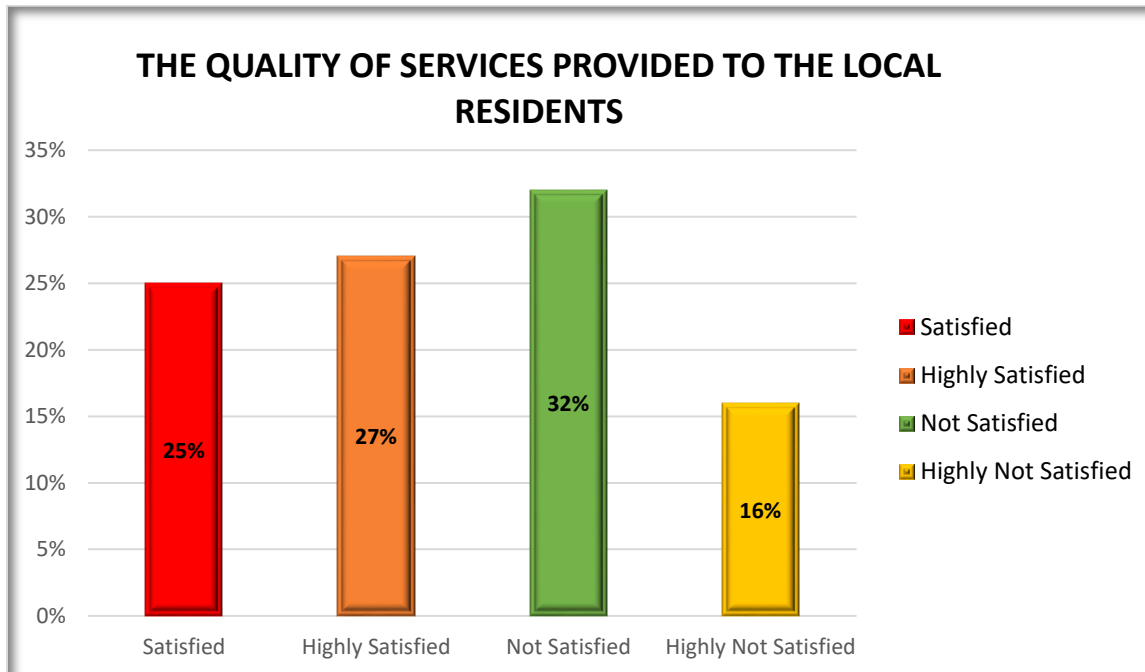
Quality service is essential for any community and the individuals served. The recipient, who is a member of the community, is more satisfied with the quality of services provided than with the quantity provided. Various communities in South Africa have expressed dissatisfaction with the quality of low-cost houses and road infrastructure provided to them.

The results shown in graph 2 above indicate that the local communities are not satisfied with the quality of services rendered to them. The graph shows that 27% of respondents are highly satisfied with the quality of services, while the other 25% are satisfied. Again, 32% of respondents believe that the services offered to them are not satisfactory. Only a small percentage of respondents (16%) believe that the quality of services provided is highly not satisfactory.

## 6.7.3 Frequency of services provided annually, bi-annually and quarterly

*Graph 3: Frequency of services provided annually, bi-annually and quarterly*



FREQUENCY OF SERVICES PROVIDED

28%

32%

40%

Yes
No
Not Sure
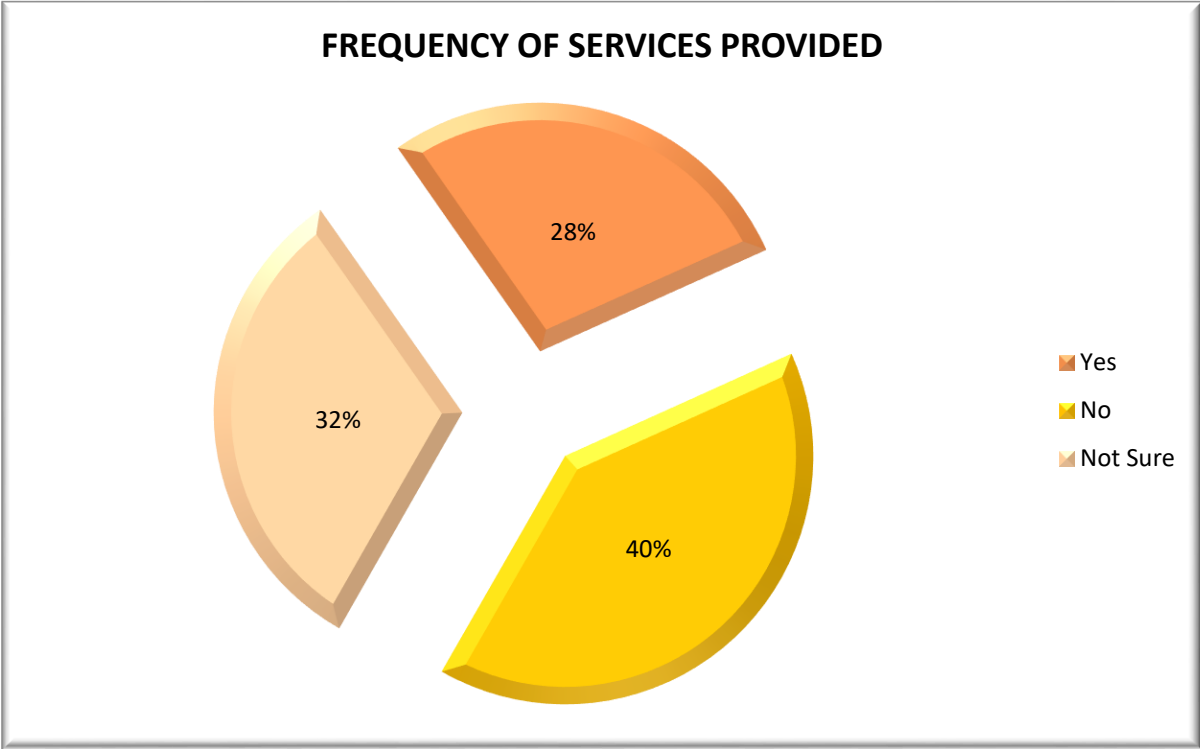
It is imperative to provide frequent service in order to build community trust. The communities value a service that is frequent and of good quality. This question was posed to determine whether the services supplied are used and appreciated by the local communities as espoused. The results shown in Graph 3 above depict community responses. The graph above indicates that community services are infrequent and underappreciated. Indeed, 40% of respondents believe that services are infrequent and unappreciated in their communities. Only a small fraction of respondents (28%) considers services to be frequent and appreciated by local communities.

## 6.7.4 Service provision standards and the level of development within the localities

*Graph 4: Service provision standards and the level of development within the localities*
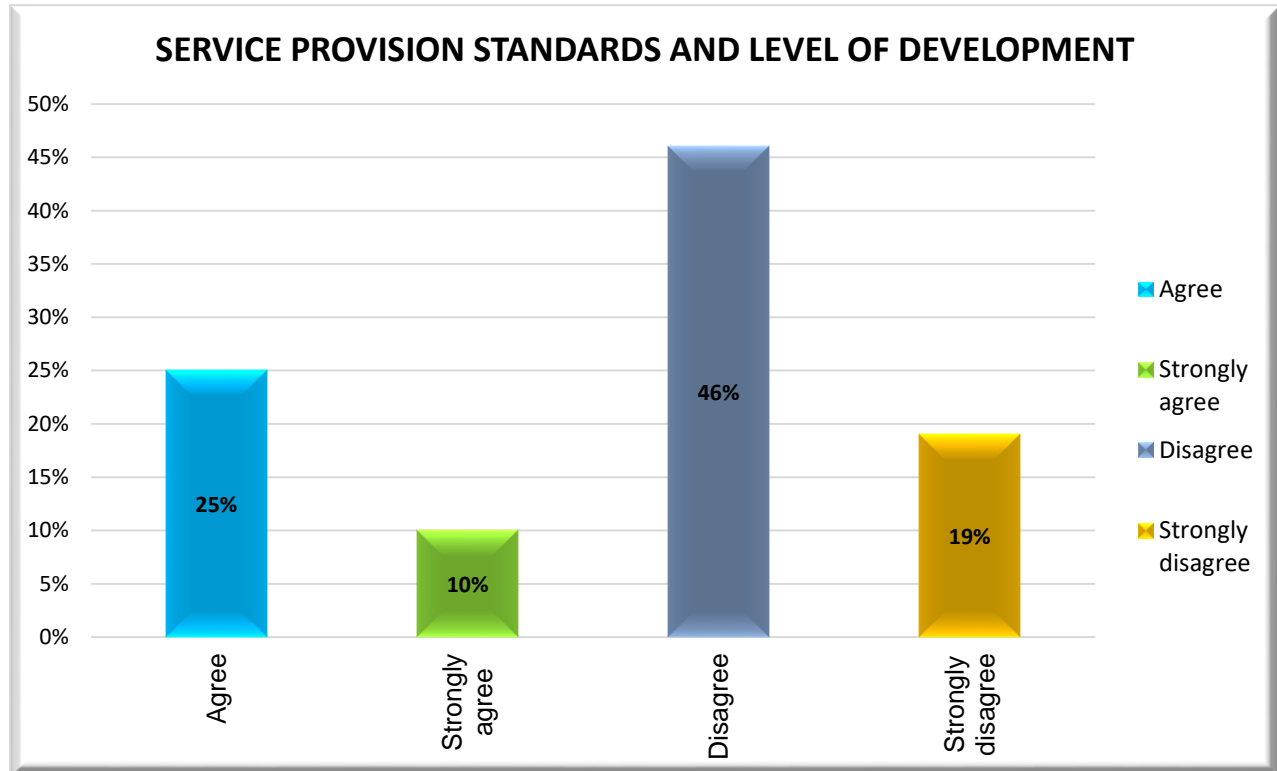


South Africa promotes high service level standards for community development. The communities must accept the standard of service provided and assess their own level of development. When service standards are poor, the community is dissatisfied. Such dissatisfaction is bad for the ruling party's political profile, and inadequate service standards that are unacceptable to communities lead to community protests. According to the graph above, service standards and levels of development are not acceptable to members of the local communities.The majority of respondents (65%) believe that the service standards and level of development are not acceptable. Only a small percentage of respondents (35%) hold a different perspective.

**6.7.5 Balanced provision of services between the two areas**

*Graph 5: Balanced provision of services between the two areas*
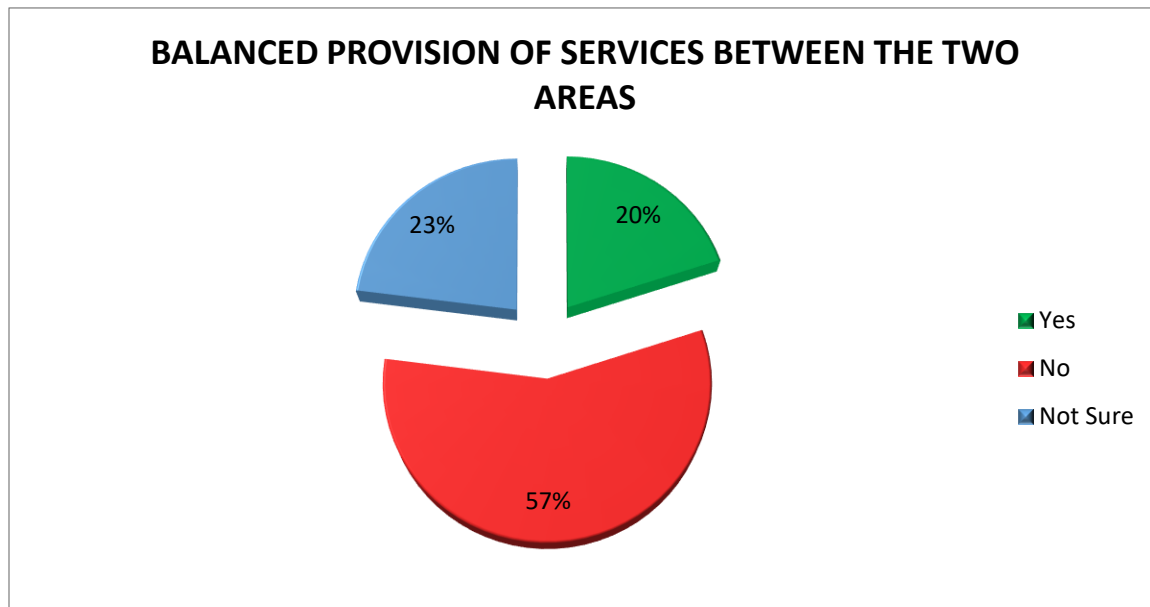


South African Local Municipalities shall provide the same services, whether urban or rural, according to the Constitution. Municipalities have approved Integrated Development Plans that must prioritise service delivery in areas demarcated where both urban and rural services must be prioritised equally. While municipal officials will claim equal provision, the communities' perceptions often beg to differ.

The graph above shows that the majority of respondents believe that service provision in the same area is not balanced between urban and rural areas. The vast majority of respondents (57%) believe that service provision is not balanced between urban and rural villages. Only a small fraction (20%) believes that there is a balanced provision of services in urban and rural areas, while the remaining 23% are not sure.

## 6.8THE MANNER OF ADDRESSING URBAN AND RURAL SETTING

South African municipalities are confronted with the issue of balancing service provision to urban and rural areas. The services provided are often perceived as unequal. The researcher probed how the Polokwane Local Municipality addresses this challenge. In addressing this aspect, the researcher probed as to whether the national and provincial governments support the municipality in providing services to communities as well as whether the IDP covers the Seshego Township and Ward 10 villages for service provision; sufficient resources exist based on the IDP; and there are deferred sectoral plans responding to people's needs.

### 6.8.1 The National and Provincial support to municipalities in providing service to communities

*Graph 6: The National and Provincial support to municipalities in providing service to communities*



THE NATIONAL AND PROVINCIAL SUPPORT TO MUNICIPALITIES IN PROVIDING SERVICE TO COMMUNITIES

- Agree: 45%
- Strongly agree: 25%
- Disagree: 23%
- Strongly disagree: 7%
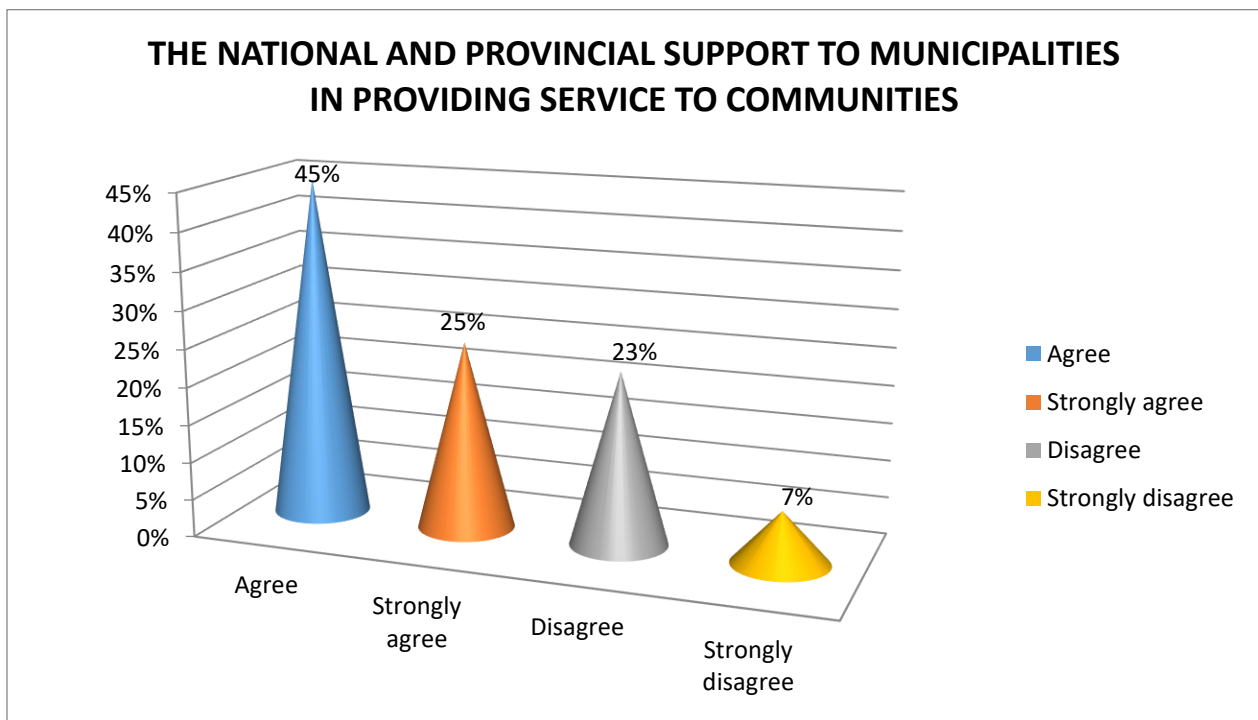
In South Africa, the three spheres operate on cooperative governance mechanism. According to the responses in Graph 6, the majority of respondents believe that the two upper spheres of government, national and provincial, support the municipality in providing services to local communities. At least 70% of those interviewed support the assertion. Only 30% have a different viewpoint, and the grounds for their disagreement are not specified.

**6.8.2 The IDP coverage within Seshego Township and Ward 10 villages**

*Graph 7: The IDP coverage within Seshego Township and Ward 10 Villages*



THE IDP COVERAGE WITHIN SESHEGO TOWNSHIP AND WARD 10 VILLAGES

- 26%
- 5%
- 69%

Yes
No
Not Sure
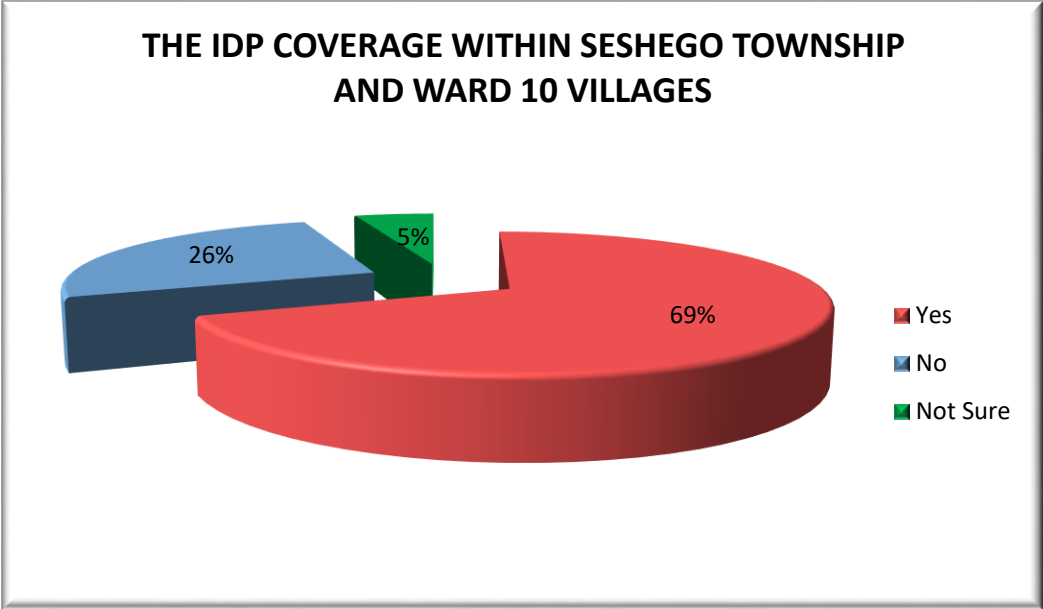
Respondents were requested to share whether the municipality's IDP includes Seshego Township and Ward 10 villages in order to ensure fair attention to development and services. This thesis contends that Seshego, while being closer to Ward 10 villages, appears to be more developed than its neighbouring villages. The community's response to the question was as follows: the majority of respondents believe that the Polokwane Local Municipality's IDP devotes considerable attention to Seshego and

Ward 10 villages. As such, 69% accord with the viewpoint, while only 26% disagree, and the rest (5%) are not sure.

**6.8.3 The adequacy of resources allocation to the two areas based on the approved IDP**

*Graph 8: The adequacy of resources allocation to the two areas based on the approved IDP*
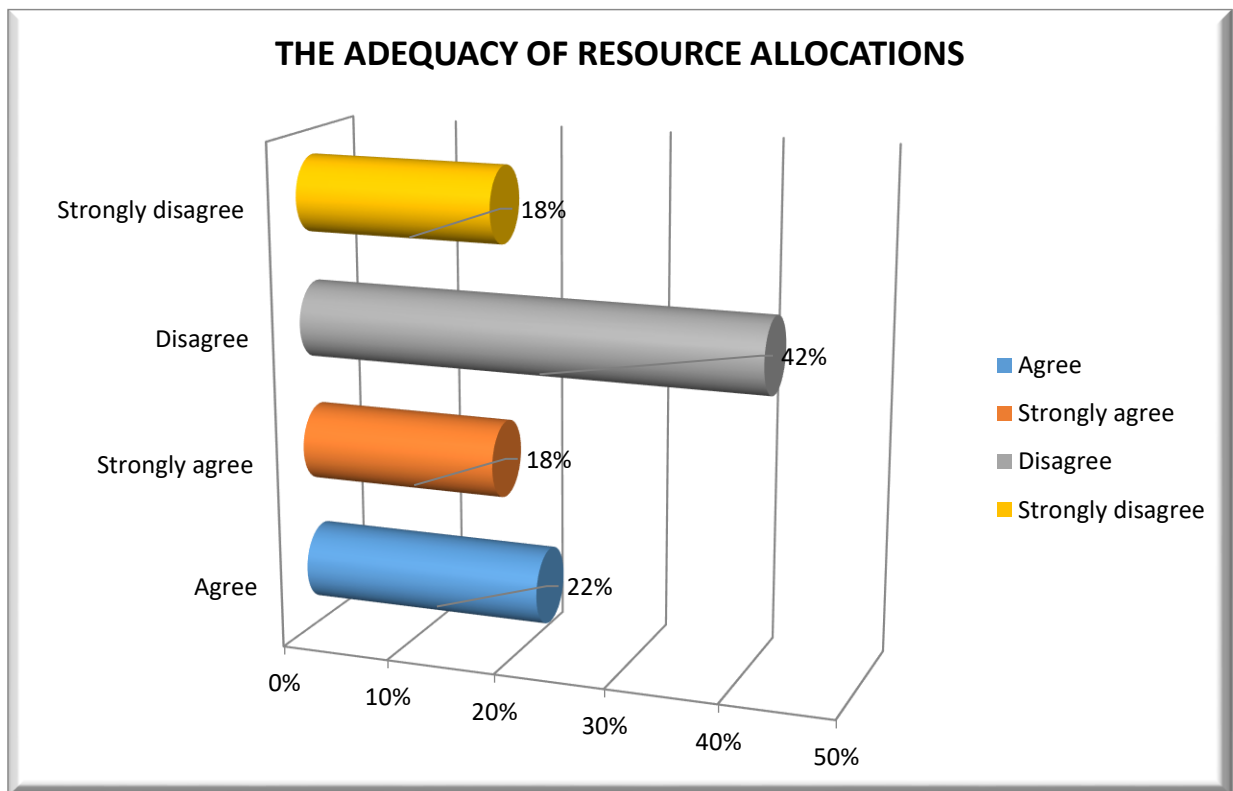


Respondents were required to respond based on the resource allocation approved in the IDP. The preceding graph clearly shows that the majority of respondents disagree with the expressed view that sufficient resources have been allotted. Furthermore, just 22% agree with the assertion, whereas 18% strongly agree with the assertion. However, 42% of those interviewed disagree, with 18% strongly disagreeing.

## 6.8.4 Well-defined Sectoral Plans responding adequately to the people

*Graph 9: Well-defined Sectoral Plans responding adequately to the people*
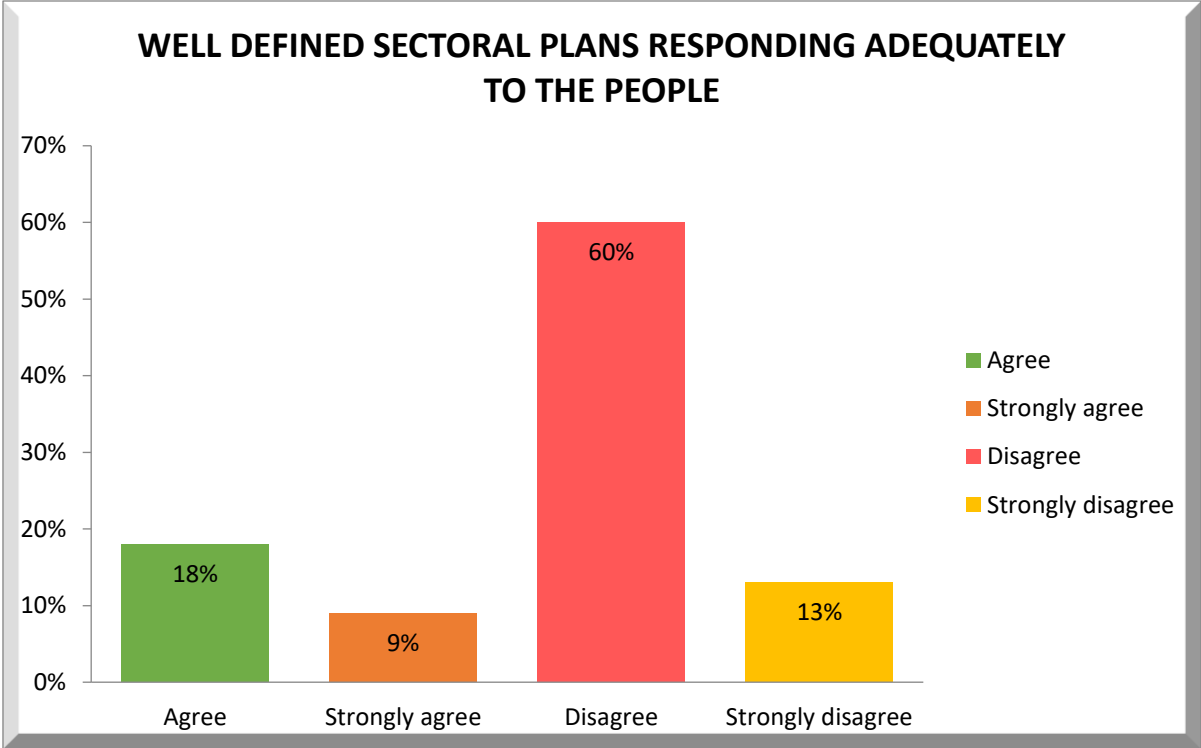


Respondents were asked about sectoral plans that are known in the community and that adequately meet the needs of the people. The purpose was also to determine if such sectoral plans were well defined and well known in the community. The following are the responses depicted on the graph above. Sectoral plans are not well-defined and well-known to the people, and 73% of respondents oppose the view, while only 27% support the viewpoint of well-defined and well-known sectoral plans.

## 6.8.5 The general believe about unequal service provision

*Graph 10: The general believe about unequal service provision*
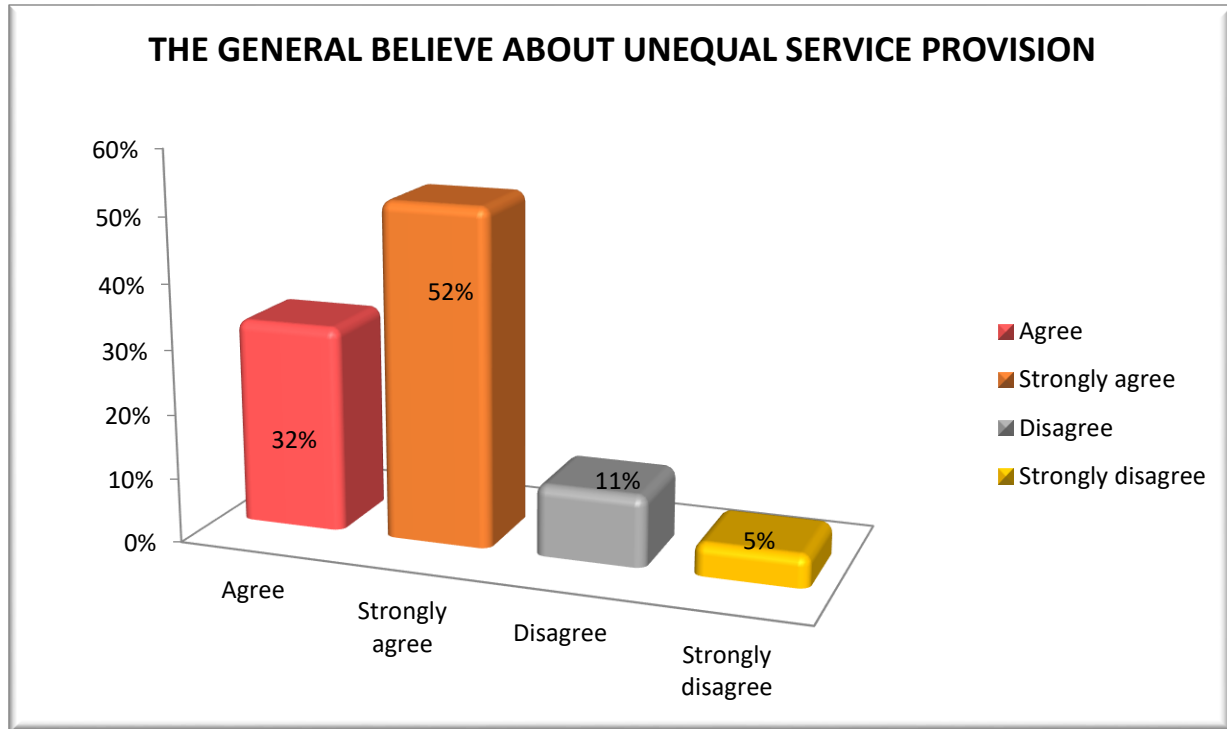


There is a widespread perception that those who live in the suburbs receive better services than those who live in townships and villages. Respondents were asked whether they believed that those living in the suburbs received better services. The graph above depicts that the majority of respondents in the Polokwane Local Municipality believe that service provision is unequal between rural and urban settings. This, however, contradicts what Polokwane Municipal officials and Councillors have said about the same issue. Indeed, 84% of respondents felt that the service provided is unequal. Only a minority (16%) hold a different viewpoint.

## 6.9 SOCIO-ECONOMIC MATTERS

It is the constitutional duty of South African municipalities to care for our municipalities' socioeconomic development. The researcher explored whether the Polokwane Local Municipality is looking after the vulnerable conditions of living in Seshego Township and Ward 10 villages when assessing the socio-economic role of the municipality. The study explored whether municipalities play a role in empowering local communities through skill training; whether there is a high rate of graduate unemployment and their contributions; whether community structures are manipulated through resources to hold leaders accountable and the effect on development; whether there are enough job opportunities and community satisfaction; and the importance of health and education.

### 6.9.1 Vulnerability and livelihood improvement

*Graph 11: Vulnerability and livelihood improvement*



The graph above shows results of whether the Polokwane Local Municipality is looking after vulnerable people and improving their livelihood. South African municipalities claim to be hands-on and concerned with the livelihood of the rural poor and the vulnerable, such as women, children, and the disabled.

The majority of respondents believe that the municipality is underperforming in this aspect. According to the findings, 60% of respondents disagree that the municipality is not looking after the vulnerable or striving to improve their living conditions. According to 31% of respondents, the municipality is successful in its role.

## 6.9.2 Training for development

*Graph 12: Training for development*
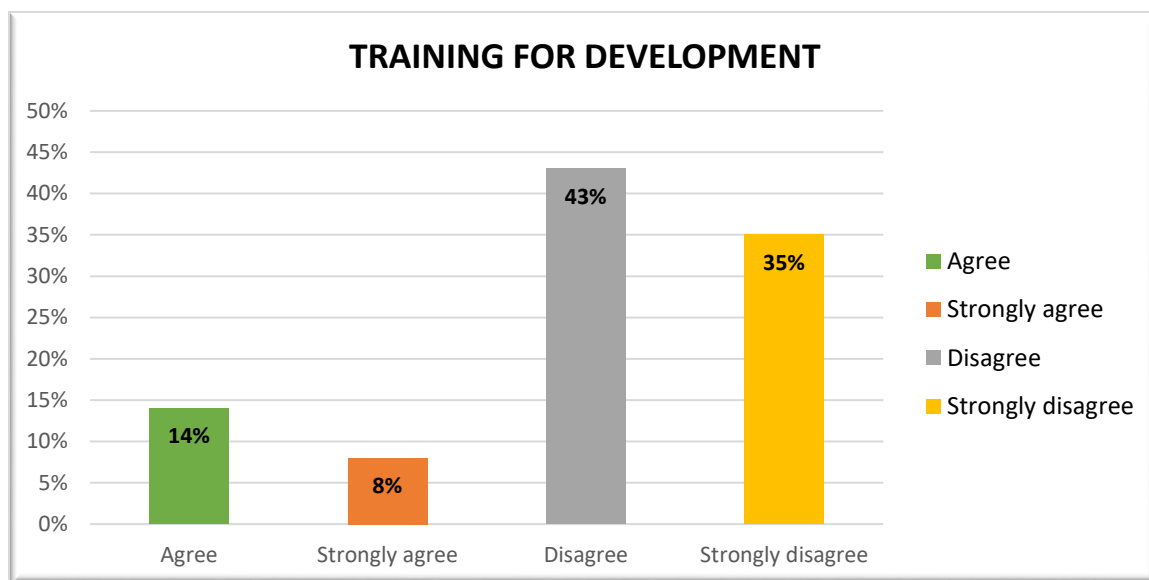


The results shown in graph 12 indicate that 14% of respondents agreed and 8% strongly agreed that the Polokwane Local Municipality empowers communities through training and skill development. However, the vast majority of respondents (78%) indicated that the municipality did not empower people through training or any other skill development programme to enable their competitiveness. As a result, the purpose of improving local community members' competitiveness may be unfeasible or difficult to achieve.

### 6.9.3 Graduate contributions and unemployment

*Graph 13: Graduate contributions and unemployment*
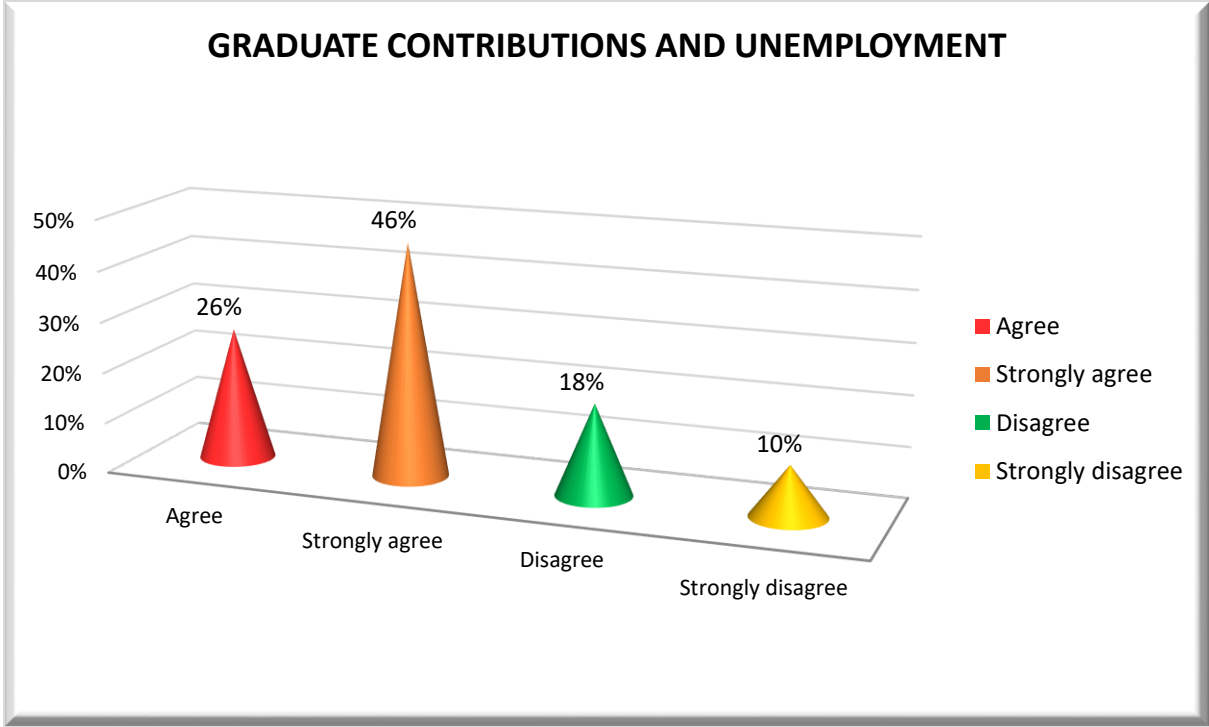


Many graduates in the communities are unemployed and unable to contribute to the municipality's systems. The participants were asked to express their understanding about the high rate of unemployed graduates, which adds to their failure to participate in municipal processes. According to Graph 13, a substantial number of respondents believe that there is a high rate of graduate unemployment, which contributes to their failure to participate in the municipalities system. In addition, 72% believe that there is a high rate of graduate unemployment, which has a detrimental impact on the graduates' roles in the municipality. The remaining (28%) said there is no high rate of graduate unemployment in the study area.

**6.9.4 Job opportunities provision and community satisfaction**

*Graph 14: Job opportunities provision and community satisfaction*
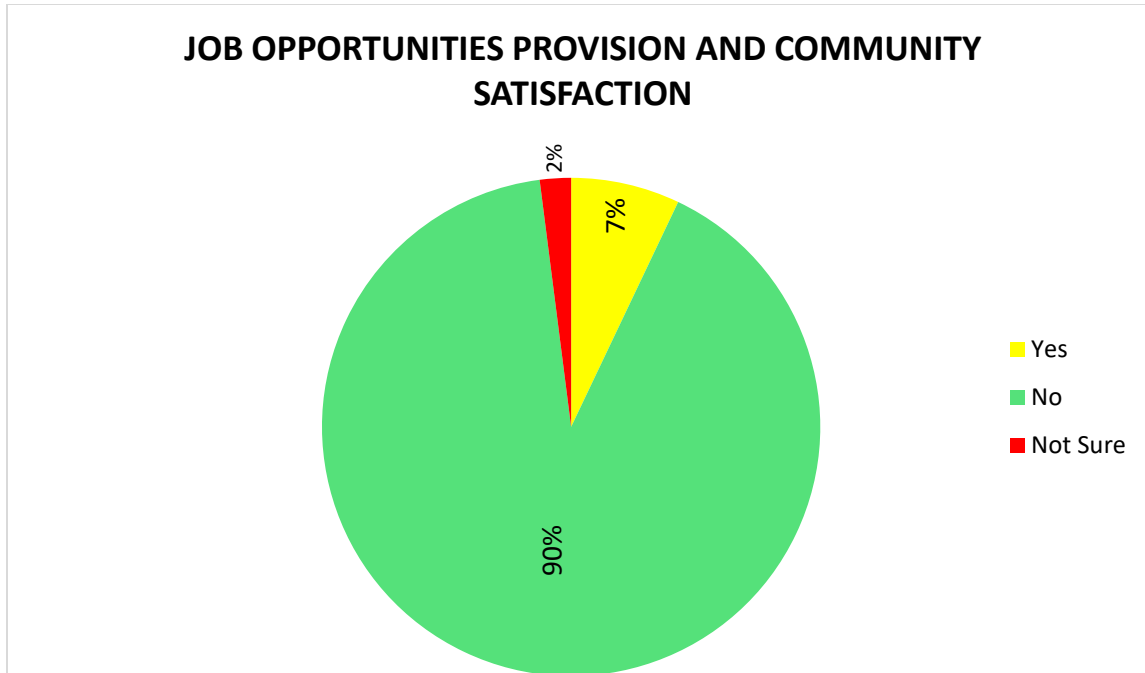


According to the findings, a high proportion of respondents believe there are not enough job prospects for everyone, and members of the community are disgruntled. A large percentage of participants (92%) strongly disagreed that there are job opportunities that satisfy the needs of the community. Only 8% believe there are job opportunities in the municipality. As a result, municipal job creation is critical for ensuring adequate quality service delivery at all times.

### 6.9.5 Manipulation of community structures by politicians

*Graph 15: Manipulation of community structures by politicians*
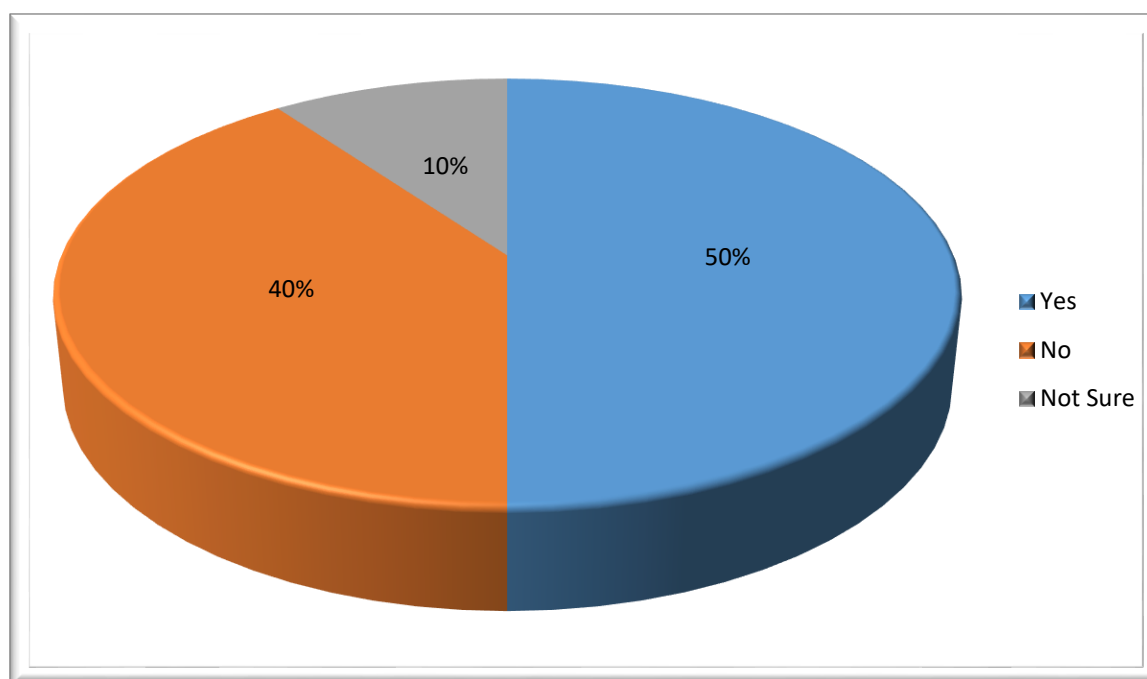


The respondents were requested to answer whether political leaders use money or other forms of patronage to manipulate community structures so that they do not hold them accountable for failed service delivery projects. According to the respondents, community structures are manipulated through resources, and it is difficult for them to hold political leaders accountable. As such, 50% of respondents stated that community structures are being manipulated through resources and that they cannot hold their leaders accountable as a result. In addition, 40% disagree, while 10% are not sure. They claim that no one is manipulated using any resource and that leaders are held accountable in the area.

### 6.9.6 Importance of health and education

*Graph16: Importance of health and education*
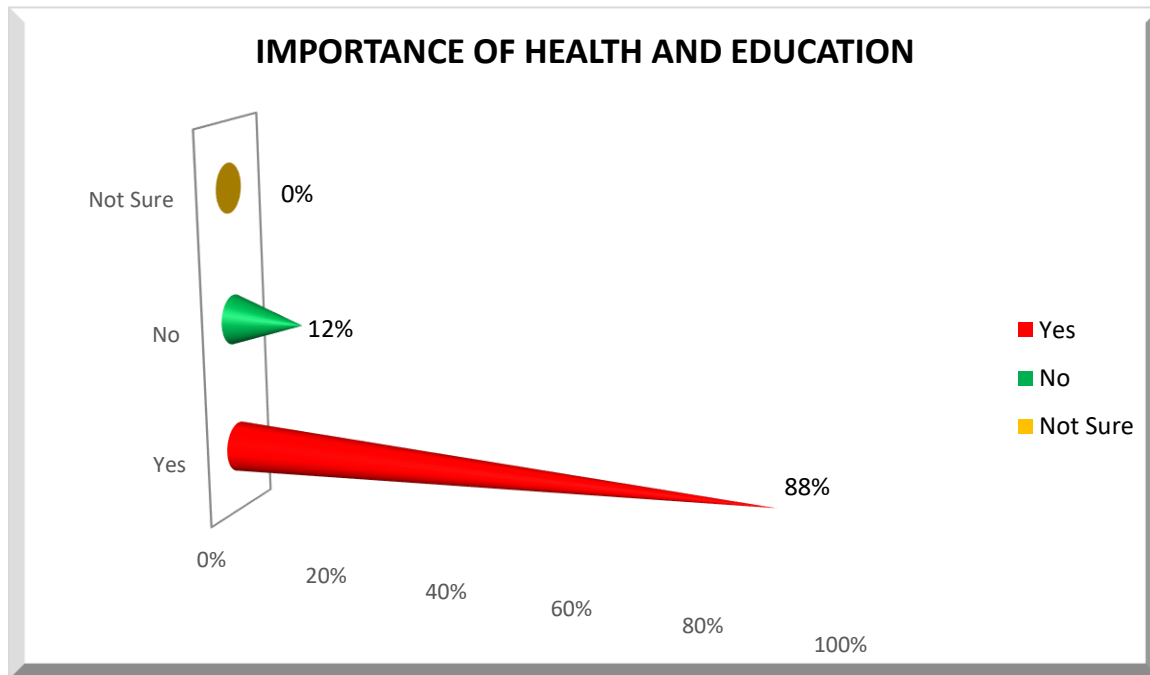


Health and education are essential to a community's well-being and development. According to the results shown in Graph 16, 88% of respondents believe that health and education are vital, whereas 12% disagree.

### 6.10 REASONS FOR VARIED SERVICES

It is assumed that Polokwane Local Municipal Council provides a variety of municipal services to both urban and rural areas. The participants were interviewed based on whether the services provided in Seshego and Ward 10 villages differ and resemble the extent of disparities between the two localities, whether the municipality does not work with the communities to ensure better service provision, whether resources allocated are sufficient to meet community demands, and whether there are visible efforts to promote development.

## 6.10.1 Varied service provision between Seshego and Ward 10 villages

*Graph 17: Varied service provision between Seshego and Ward 10 villages*
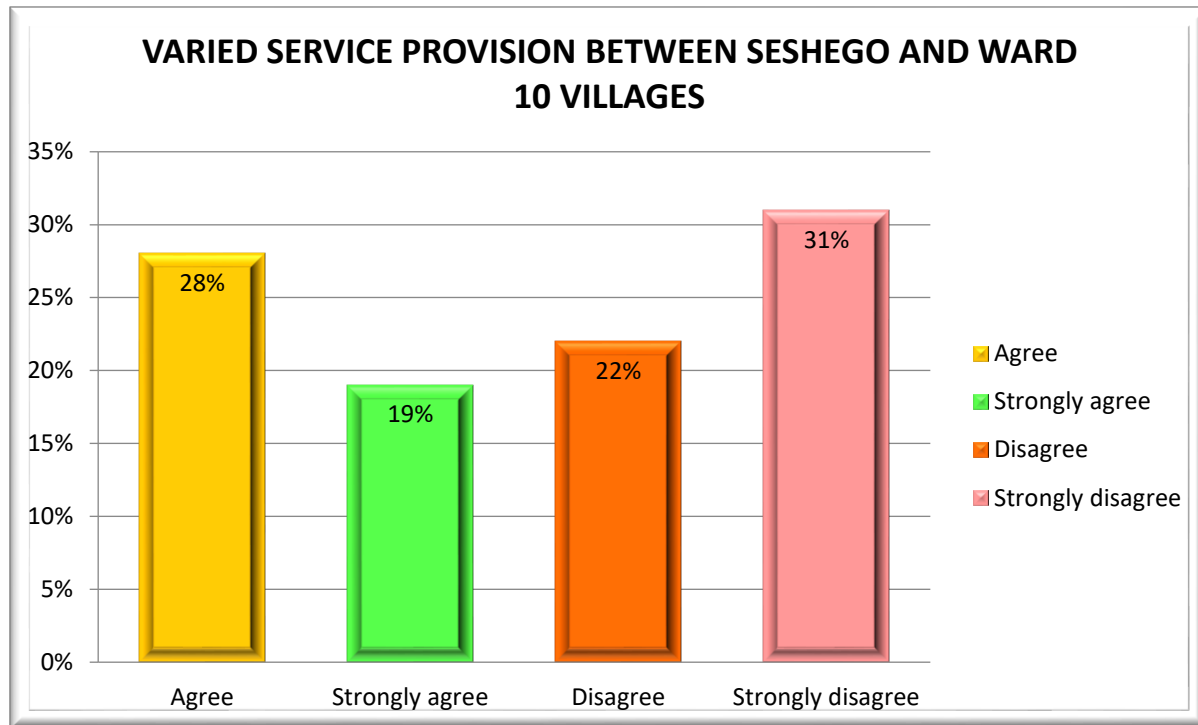


Citizens are concerned about the variations in provision within South African municipalities. Constitutionally, segregation is not allowed in South Africa, especially when it comes to service to citizens, whether domestic or foreign. The graph above demonstrates discrepancies in the delivery of various services. According to the participants, the services provided are not varied and do not reflect the extent of disparities between the two areas. Only a minority of respondents believe that the services provided are varied, representing the extent of disparities between the two localities.

**6.10.2Collaboration between the municipality and the community**

*Graph 18: Collaboration between the municipality and the community*
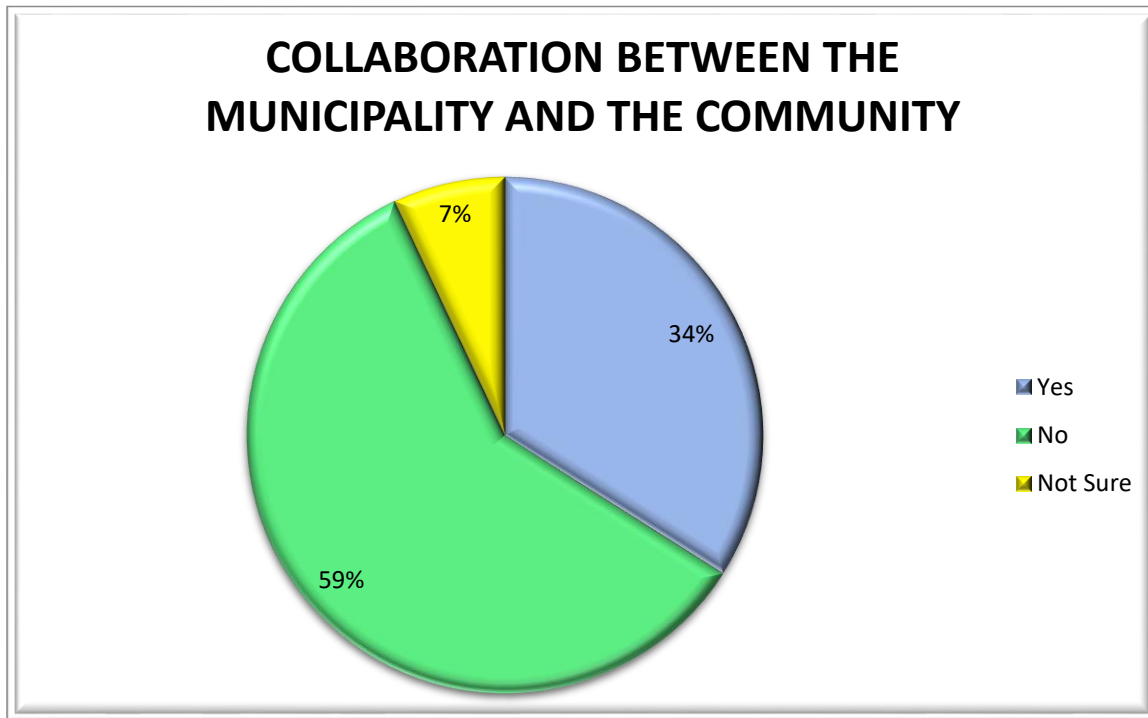


Respondents were asked to share their views on how the municipality and the community might cooperate to improve service delivery and bridge the gap between Seshego and Ward 10 villages. Cooperation between the municipality and the community is essential for improving service delivery. The majority of respondents stated that the municipality did not collaborate with the communities to improve service delivery. Few respondents believe that such communal collaboration exists. According to the graph above, 59% of the participants disagreed that the municipality collaborates with the communities, whereas 34% agreed that there is a working relationship between the municipality and the communities.

**6.10.3 Resources allocations to meet demands of the communities**

*Graph 19: Resources allocations to meet demands of the communities*
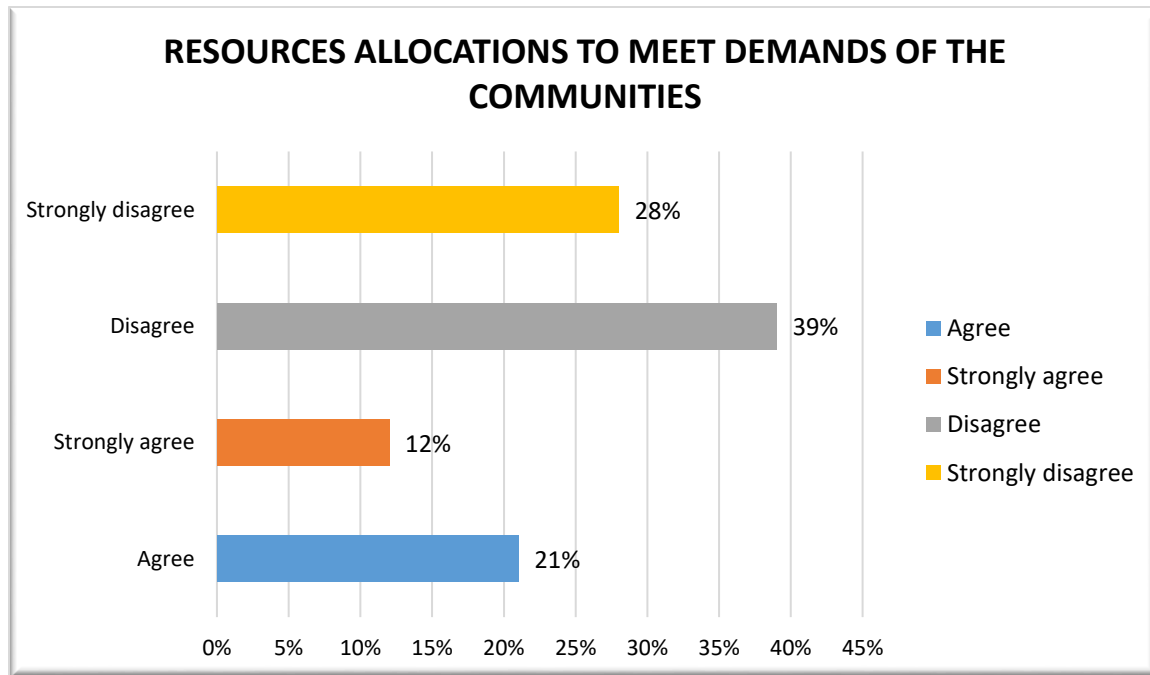


Failure to deliver services to citizens is largely due to a variety of constraints. One of them is a resource scarcity. Respondents were therefore asked whether they viewed the resources allocated were adequate to address the needs of the communities. The majority of respondents believe that the resources allocated are inadequate to address the needs of communities. As the graph above depicts, 39% of respondents disagree that the resources allocated are adequate to address the needs of the community, and 21% agree that resources are sufficient.

**6.10.4 Visible joint efforts to promote development in areas outside the City**

*Graph 20: Visible joint efforts to promote development in areas outside the City*
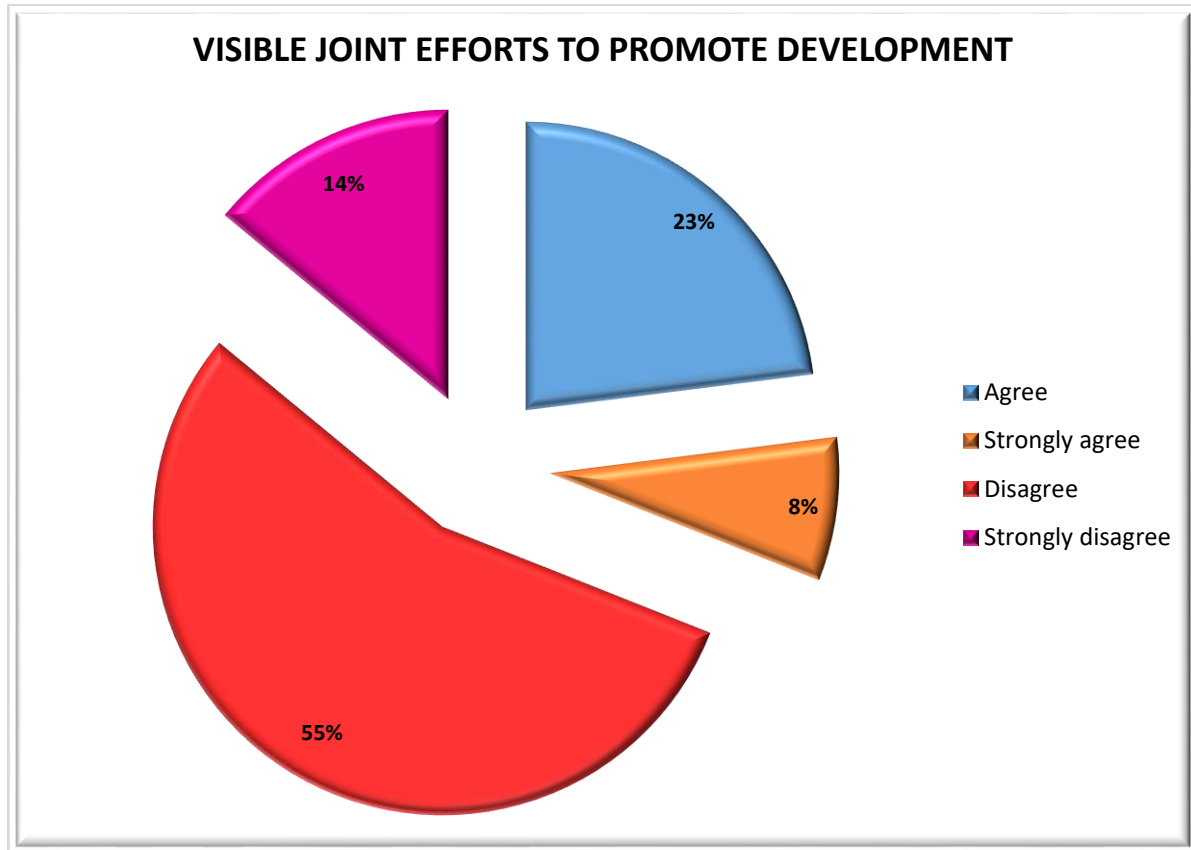


The respondents were requested to reply to the issue of visible joint efforts to promote development of areas beyond the City of Polokwane, which was driven by the municipality. Only a few participants alluded to the fact that visible collaborative efforts are noticeable. Concerning visible joint efforts to promote development, 23% of respondents agree, and 14% strongly disagree. The majority of respondents (55%) felt that joint efforts are non-existent.

**6.10.5. The capacity to provide balanced development and provision of services**

*Graph 21: The capacity to provide balanced development and provision of services*
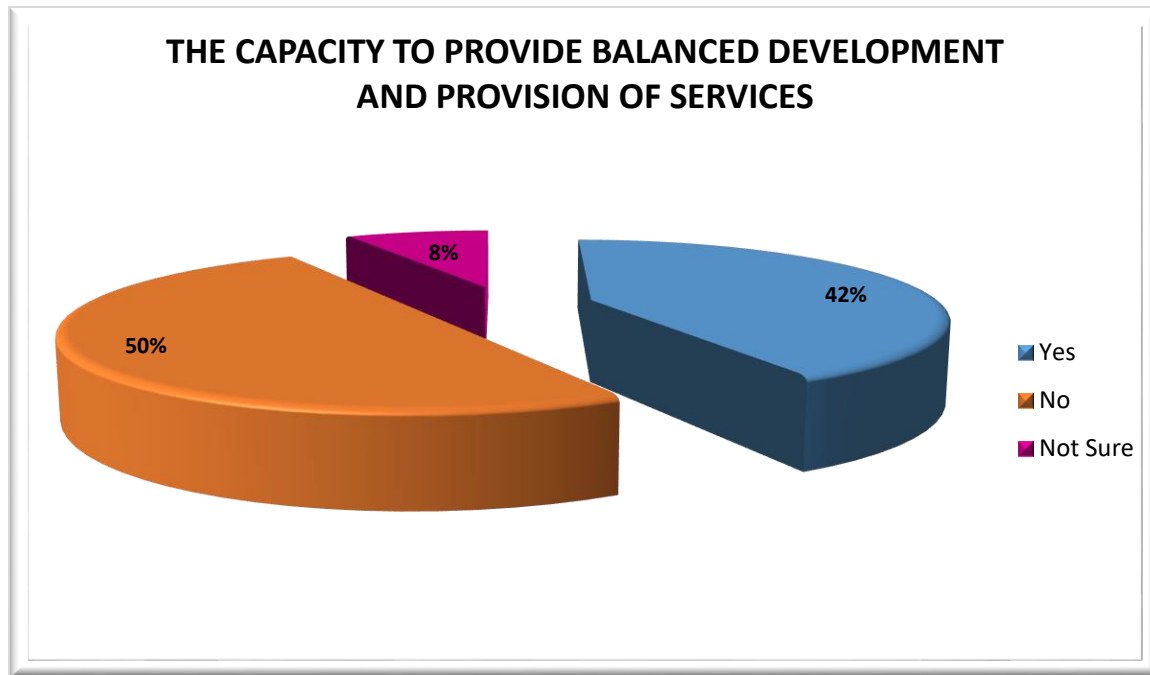


The respondents were asked whether they consider the municipality to have capacity to provide balanced development and service provision. The graph above clearly illustrates that such capacity does not exist. It reveals that 50% of respondents said the capacity is non-existent while 42% of respondents believe such capacity exists, whereas 8% is not sure whether it does or does not exist.

**6.11 IMPACT OF LEADERSHIP ON PROVISION OF SERVICES**

According to the study, political leaders' leadership has an impact on the success or failure of service delivery. It is obvious that if skilled leaders are elected, government programmes will be implemented successfully. The researcher investigated whether municipalities have good leaders who work with communities for development, whether councillors are accountable and provide feedback to local communities, whether the Council and Executive Committee make decisions that affect local communities, and

whether leaders are servant and transformative in order to bring about development and change. Lastly, if councillors are appropriately driving the planning process to address the needs of Seshego Township and Ward 10 villages.

### 6.11.1Leadership for community development within the municipality

*Graph 22: Leadership for community development within the municipality*
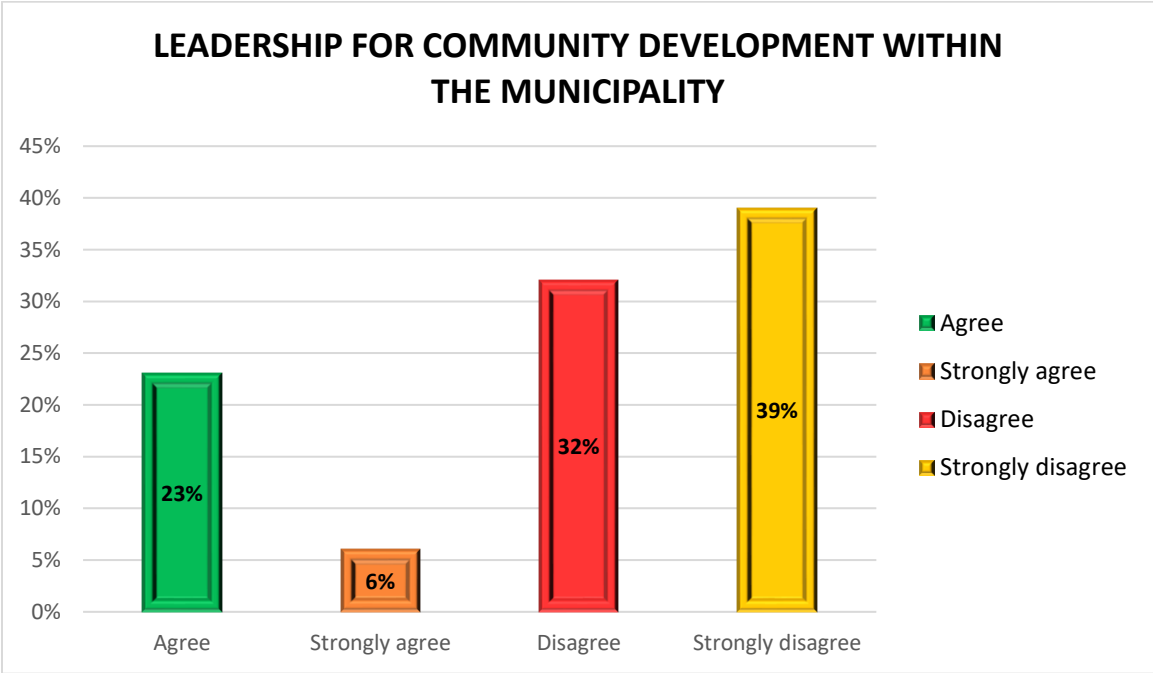


A good political leadership is beneficial to service delivery. Only political and administrative capacity can ensure a successful service delivery project for the community. In this case, respondents were asked to indicate whether capacity exists. The graph above clearly reveals that capacity is non-existent. The majority of respondents disagreed with the statement that political leaders contribute to community development. Among the respondents, 71% believe that political leaders' involvement and contribution to community development do not exist. Only 29% believe that such good leadership exists in the municipality.

## 6.11.2 Councilors accountability and feedback mechanism

*Graph 23: Councillors accountability and feedback mechanism*
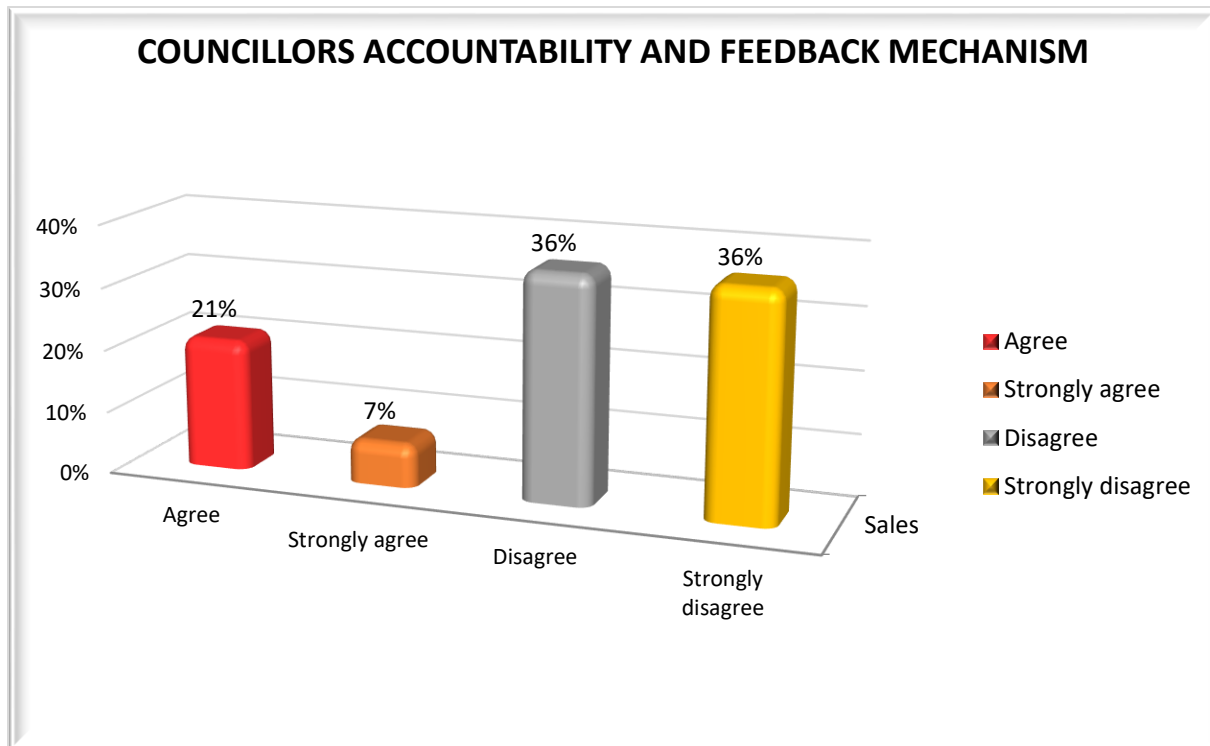


Councillors are elected representatives who act on behalf of the mandate of their communities. Respondents were asked to share their views on accountability and feedback. According to the graph above, the majority of respondents believe that councillors are not accountable and do not provide feedback to the community. It was noted that relatively few councillors are accountable and provide feedback to members of the community. The majority of respondents (72%) believe that accountability and feedback do not exist, whereas only 28% are of the view that it does exist.

## 6.11.3 Council and Executive Committee decision-making mechanisms

*Graph 24: Council and Executive Committee decisions making mechanisms*
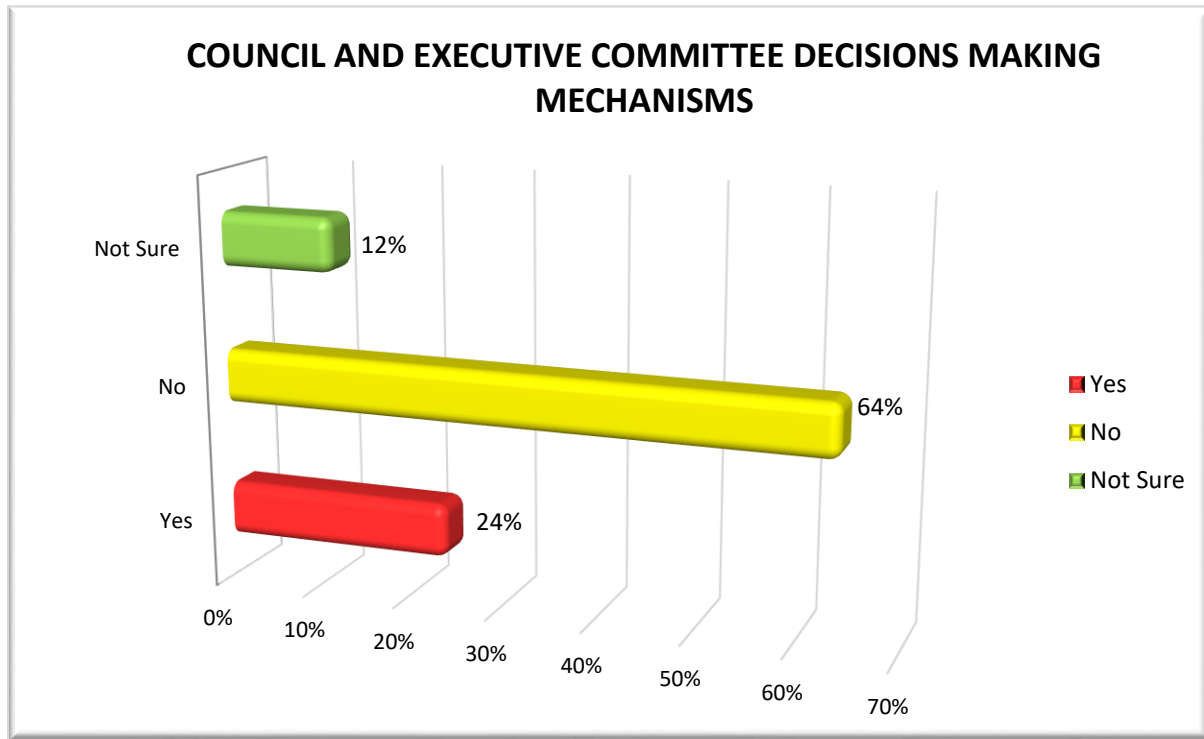


Participants were expected to respond to the impact of Council and Executive Committee decisions on local communities. The decisions concern the impact of development on communities. The graph above shows that the majority of respondents believe that the decisions of the Council and the Executive Committee have no positive impact on the communities. Few respondents agreed that the Council's and the Mayoral committee's decisions have a positive impact on the community. As depicted, 64% of the respondents disagree that the Council and its mayoral committee impact positively on the community while 24% view decisions from their Council and Executive as impacting positively on the community.

## 6.11.4 Servants and transformative leadership bringing development and change

*Graph 25: Servants and transformative leadership bringing development and change*
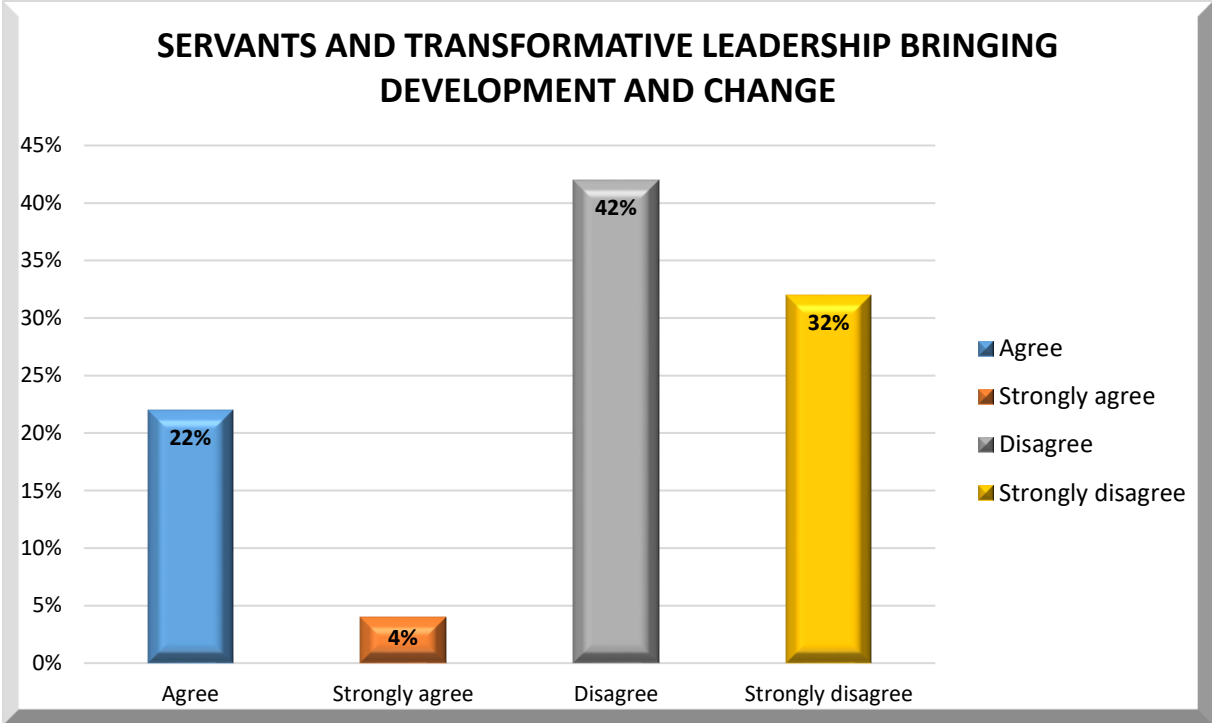


Councillors view themselves as servants of the people and agents of change, as stated in political manifestos. In this case, respondents were asked whether they believe their councillors are servants, transformative, and concerned with development and service provision. According to the graph above, the results reflect a negative impression of the area's political leadership. The graph above illustrates that councillors are not perceived as servants and transformative leaders concerned with community development needs. The majority of respondents (74%) believe that local councillors are not servants or transformative leaders. On the contrary, only 26% of respondents believe that the councillors in the study area are servants and transformative leaders.

## 6.11.5 Councillors planning process

*Graph 26: Councillors planning process*
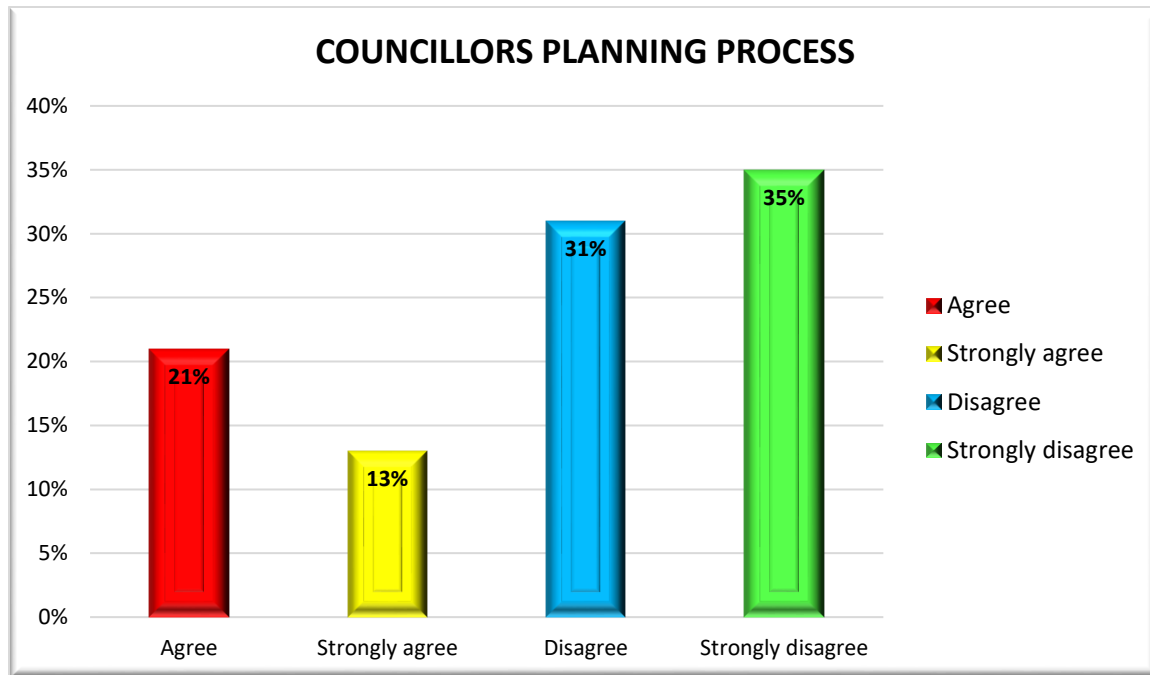


Respondents were asked about the councillors' abilities to properly drive the planning process and address the needs of Seshego Township and Ward 10 villages. Graph 26 above shows a small percentage of respondents (34%) who believe that councillors drive the planning process well and are capable of improving the quality and standards of service delivery in the area. The majority of respondents (66%) disagree that councillors are capable of driving the planning process and addressing community needs. It is clear that councillors 'roles in planning processes and addressing basic needs of the community are ineffective.

## 6.12. CLIENTELISTIC DOMINATION ON RESOURCES ALLOCATION

The root causes of poor service delivery include political exploitation of government resources and community apathy. Resources are restricted to those who seek accountability and made available to those who are afraid to hold politicians accountable. In order to determine this, the researcher enquired about the ethical and unethical behaviour of councillors and officials who are the proponents of promoting good governance. This was to determine whether there is no corruption in the municipality, whether there is improved service provision, whether opportunities are available for everyone without discrimination in the municipality, whether resources are used to influence people and services are only provided to those who agree with councillors, and whether access to opportunities and development is accessed through political affiliation.

### 6.12.1 Councillors and Officials ethnicity and governance

*Graph 27: Councillors and Officials ethnicity and governance*



COUNCILLORS AND OFFICIALS ETHNICITY AND GOVERNANCE

- Agree — 25%
- Strongly agree — 6%
- Disagree — 40%
- Strongly disagree — 29%
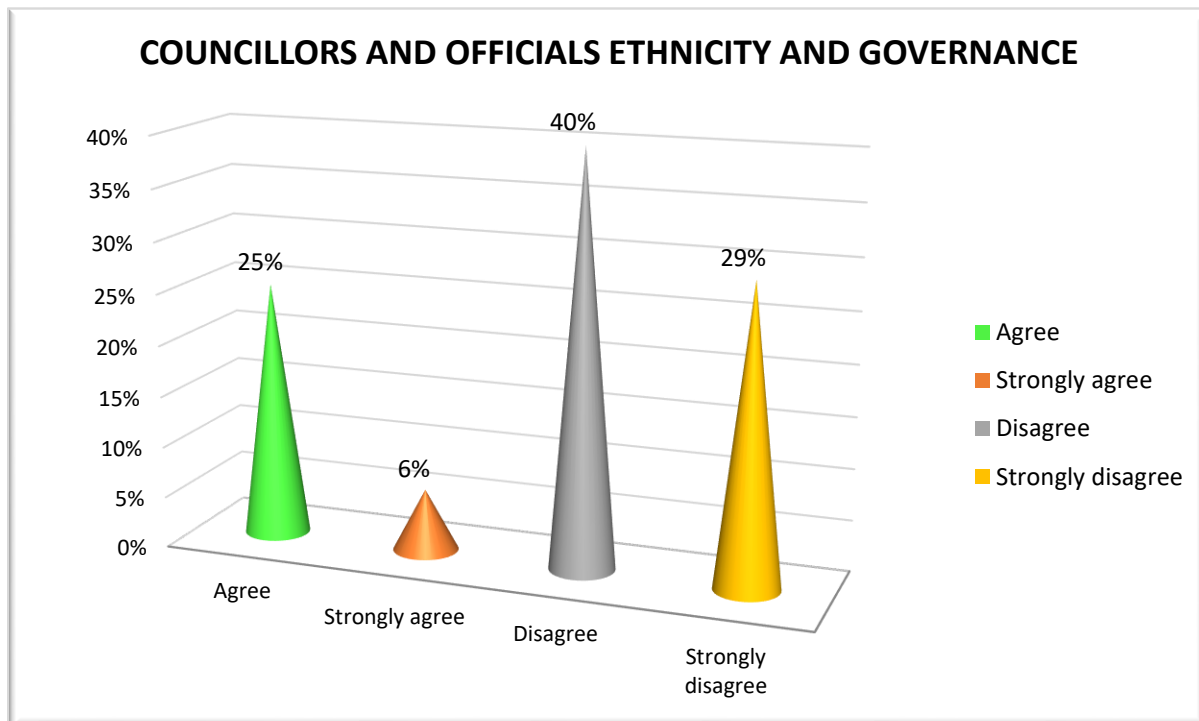
Ethics is a major problem in public sector environment. Public officials and politicians in public office are both riddled by unethical behaviour. Good governance has not been successful because of continuous unethical conduct by public officials and political office bearers. Graph 27 reveals that 31% of participants agree councillors are ethical and promote good governance. According to 69% of respondents, councillors are unethical and do not promote good governance. The findings are consistent with the widely held belief that some government departments are often headed and managed by corrupt political and administrative leaders.

### 6.12.2 Corruption and service delivery in the municipality

*Graph 28: Corruption and service delivery in the municipality*



**CORRUPTION AND SERVICE DELIVERY IN THE MUNICIPALITY**

- Low Level of Corruption
- No Corruption
- High Level of Corruption
- Not Sure
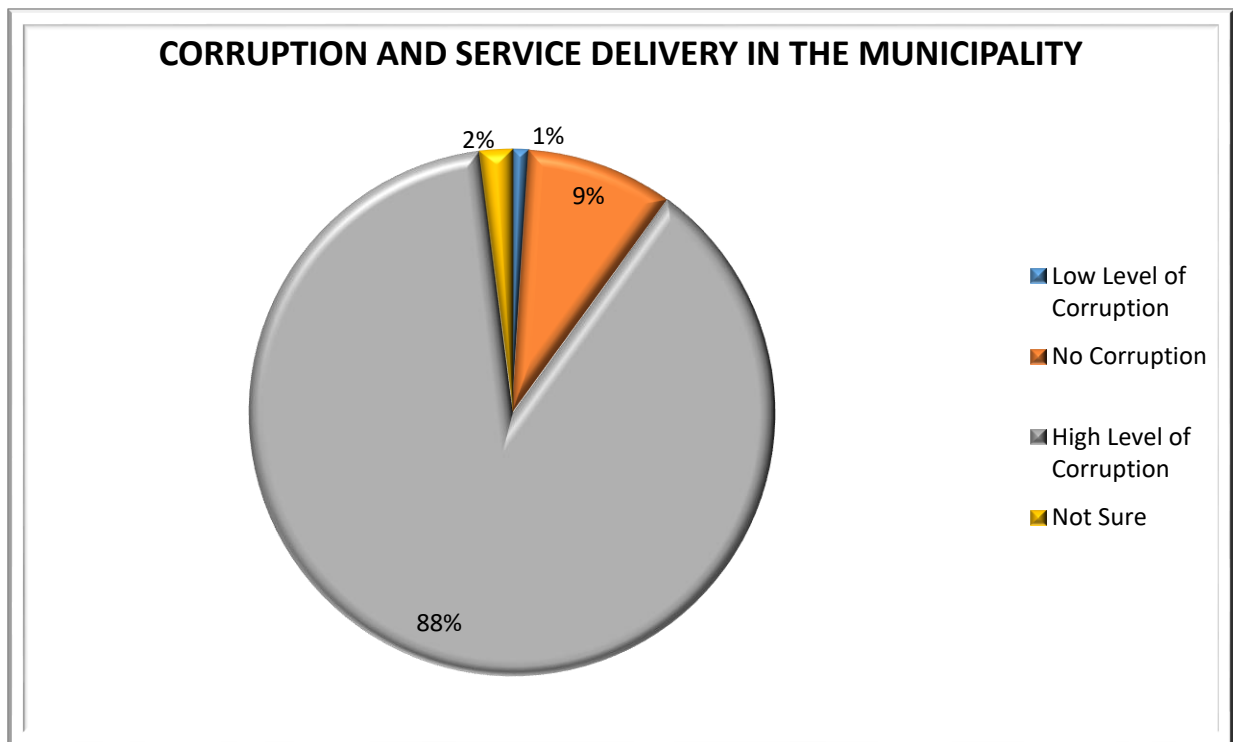
In general, it is presumed that no government entity, even those in Africa and South Africa, is free of corruption. In this regard, respondents were requested to express their

views on the existence of corruption within the municipality as well as improved service delivery. Graph 28 shows that 10% of participants agree there is little or no corruption, implying that service delivery has improved. The majority of respondents (88%) stated that corruption is rampant within the municipality and that there has been no improvement in service delivery. This is consistent with South African public opinion regarding the high rate of corruption in local government settings.

### 6.12.3. Availability of opportunities in the municipality

*Graph 29: Availability of opportunities in the municipality*
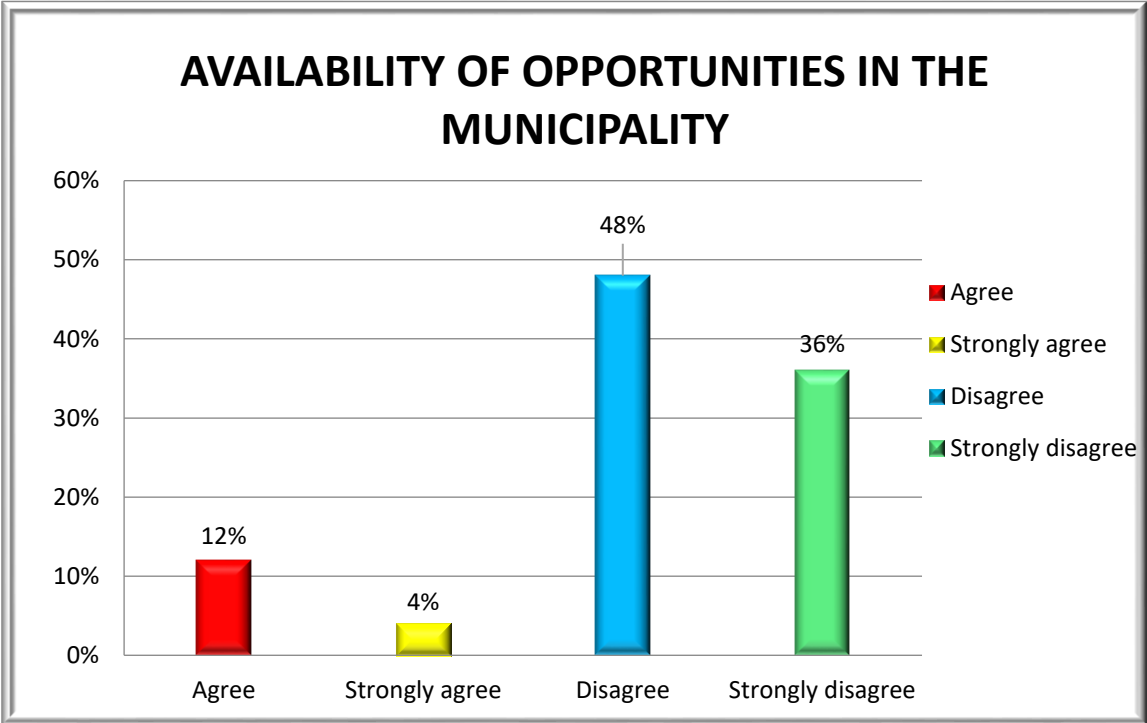


It is generally perceived that access to opportunities is limited if one is not politically connected. Political allegiance is often used to get access to opportunities in a municipality. In this regard, graph 29 reveals that the majority of participants agree that there are no opportunities available for everyone without discrimination. Indeed, 84% of respondents agreed that opportunities are not accessible to everyone and are restricted.

Only a minority (16%) believe that opportunities are open to everybody without discrimination.

## 6.12.4 Resources used to influence the community

*Graph 30: Resources used to influence the community*



RESOURCES USED TO INFLUENCE THE COMMUNITY

41%

59%

Yes
No
Not Sure
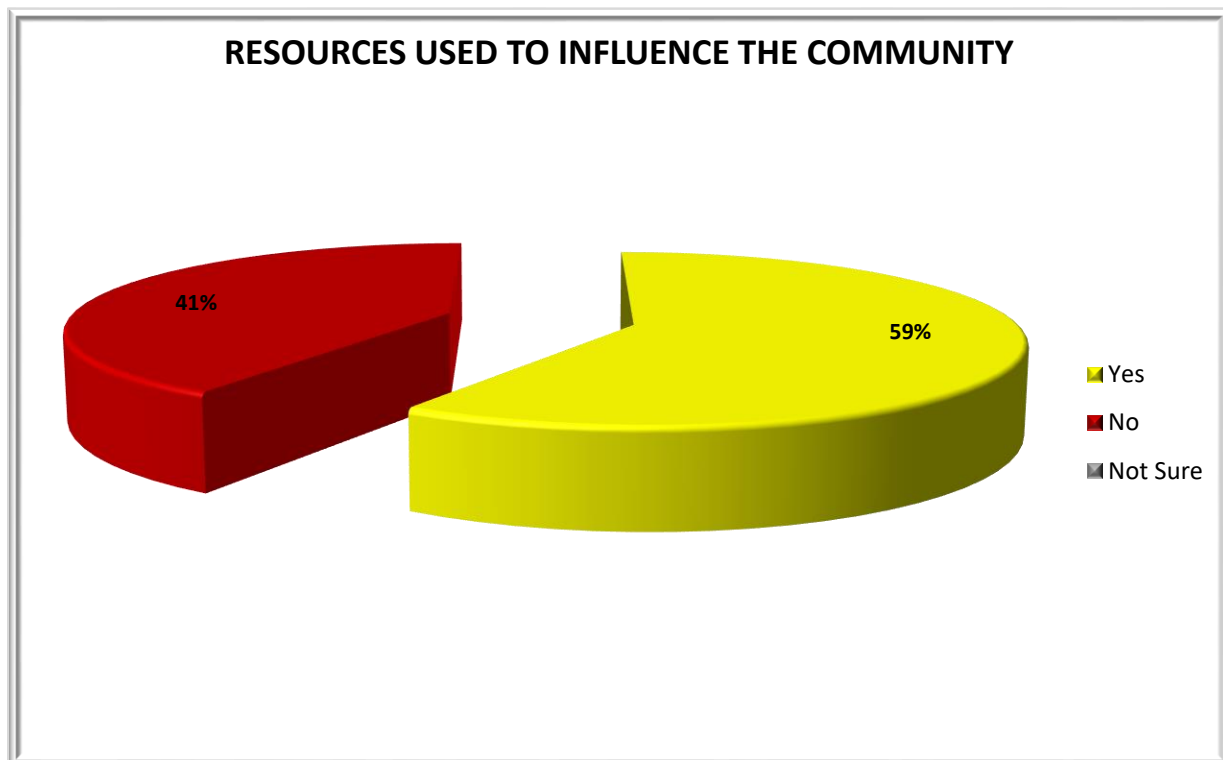
The respondents were asked whether resources are utilised to influence people and provide services just to those who agree with the Municipal Councillor or not. The graph above indicates that politicians use resources to persuade people, and better services are offered to those who agree with the Municipal Council. A majority of participants (59%) believe that resources and services are being abused to serve and influence people who agree with the council. Only 41% of respondents disagreed that resources and services are used for that purpose.

## 6.12.5 Political affiliation, opportunities and development

*Graph 31: Political affiliation, opportunities and development*
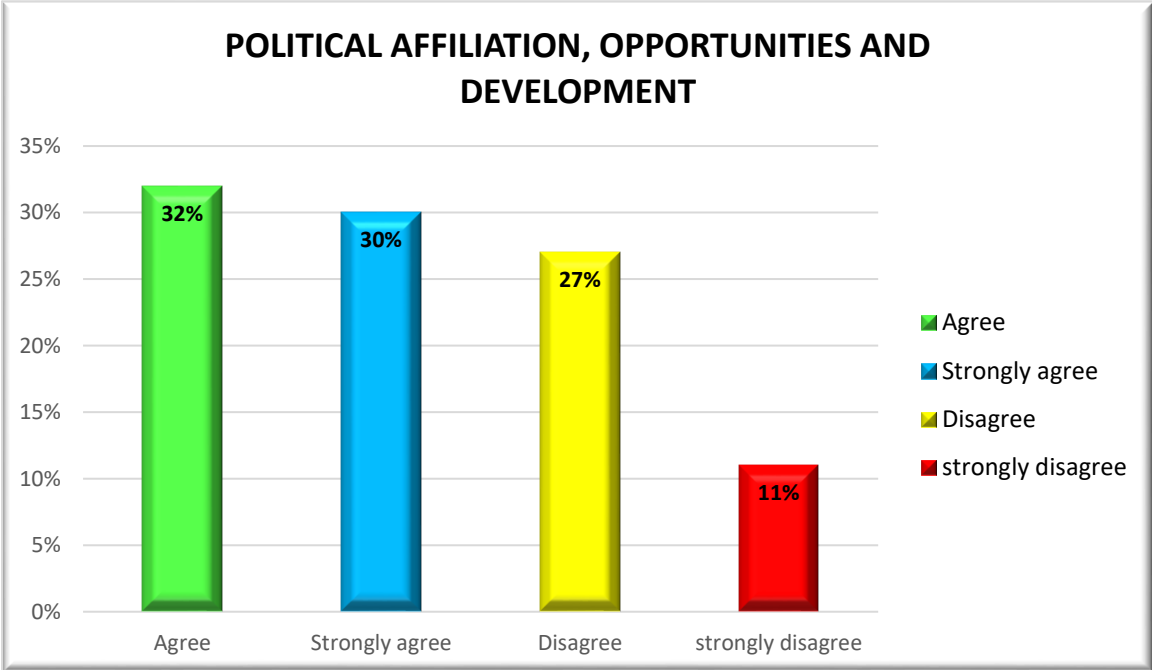


Political allegiance, loyalty, and patriotism all play a role in one's success and survival in a political environment. People are believed to be served because of their personal loyalty and affiliation to political party patriots. In this context, respondents were asked whether they presume that political party affiliation determines access to opportunities and development. According to Graph 31, 62% of respondents agree that political affiliation determines access and development opportunities. However, political affiliation, according to 38%, does not determine opportunities and development.

### 6.12.6 Manipulation of community structures to avoid accountability

*Graph 32: Manipulation of community structures*
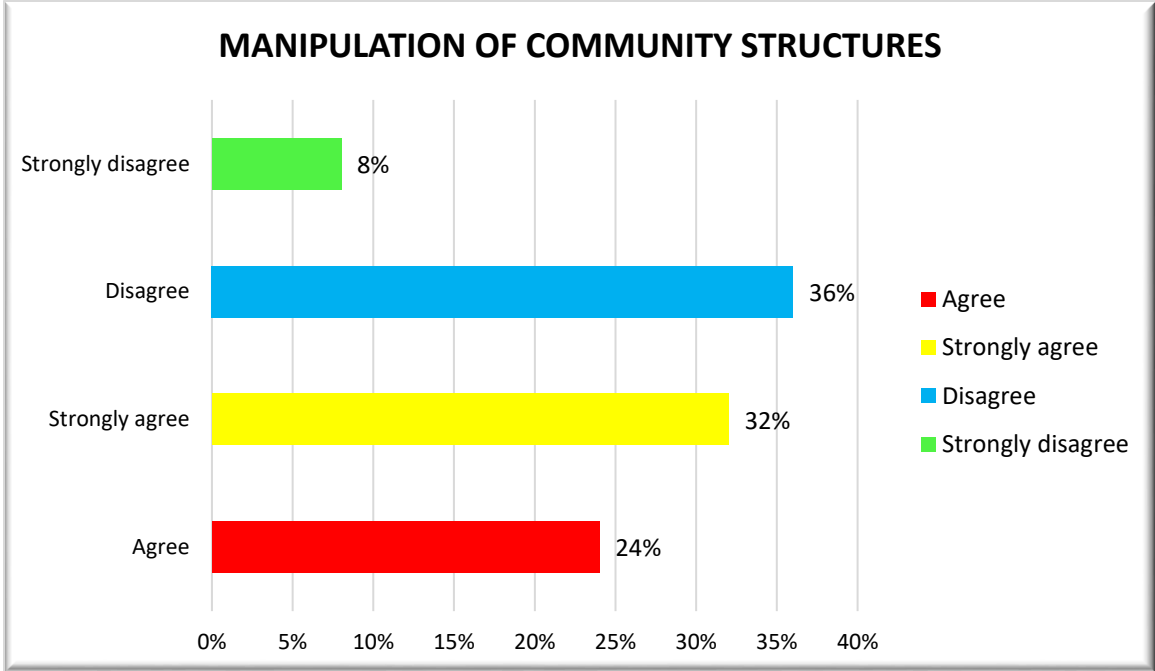


Community structures are manipulated through resources in order to avoid holding leaders accountable, resulting in development challenges in both areas. The role of community structures in the enhancement and deepening of democracy and accountability is essential given their primary functions in the lives of communities. There are community leadership and representative structures that are well located to pursue people's interests. Graph 32 demonstrates that the majority of respondents (56%) perceive that politicians are manipulating community structures in order to avoid accountability, while the minority (54%) perceives that there is no political manipulation in order to avoid accountability.

## 6.13 PRESENTATION OF FINDINGS FROM COMMUNITY STRUCTURES

Figure 1: Representation of the members of the community structures in Seshego Township and Ward 10 villages

| Respondents | Gender [5-5] | Structure | Education | Geographic |
|---|---|---|---|---|
| 1 | Female | School Governing Body (SGB) | Grade 12 | Village |
| 2 | Male | Community Project | Grade 12 | Village |
| 3 | Female | Church Council | Diploma/Degree | Township |
| 4 | Female | SGB | Diploma/Degree | Township |
| 5 | Male | Taxi Association | Grade 12 | Village |
| 6 | Male | Youth Development | Grade 12 | Village |
| 7 | Female | Investment/Social Club | Diploma/Degree | Township |
| 8 | Male | Investment/Social Club | Grade 12 | Township |
| 9 | Female | Church Council | Post graduate | Village |
| 10 | Male | Youth formation | Grade 12 | Township |

The following discussion is structured according the themes that were utilised in framing the research interview instrument and the questions that followed. Three broad themes were pursued: Reasons for varies service provision in Seshego and the Polokwane Ward 10 villages; Citizen's role in service delivery and political promises; and the Impact of political and administrative leadership on service delivery.

**6.13.1 Varied service provision between urban and non-urban**

Out of 40 participants, 27 agreed and 13 disagreed. The researcher was interested in the respondents' views on whether the municipality provides services uniformly to all communities. There is clearly diversified provision of services in the Polokwane Municipality, according to 27 members of the community, and there is no varied provision of services, according to 13 respondents. It was asserted that service delivery infrastructure exists solely in urban regions, and that infrastructure does not exist in villages. The Taxi Association Representatives expressed their dissatisfaction with the condition of the roads in Seshego Township and the villages, highlighting potholes as a major issue, and noted that in urbanised areas, the roads are well maintained.

The data shows that a few residents of the township claim that there are not many differences in service delivery, stating that all areas are treated equally. It was mentioned that both urbanised and rural areas receive services based on the municipality's resources. Essentially, different perspectives were expressed about different service delivery based on one's geographic location, confirming that the research participants have diverse lived experiences with service delivery.

**6.13.2 Possible explanatory factors for varied service provision**

Thirty-five (35) participants agreed that service provision varies, while five (5) disagreed. When asked about possible explanatory factors for varied service provision, some research participants expressed a lack of concern for villages. The general concern was that villages are regarded as outsiders and are not central to the development of the city, thus the disparate treatment. It was stated that it is the norm for those living outside of the city centre to be treated differently and to be provided with services that are not of the same quality as those residing within the city. There was also a perception based on the fact that the villagers did not pay municipal rates, resulting in the municipality supplying varied services.

### 6.13.3 Addressing varied service provision

Out of 40 participants, 36 agreed that varied service provision must be addressed and four participants disagreed. Those who argued that the services were varied suggested that there was a need to have a caring government that would treat people equally. It was stated that the rural communities should be seen as integral to the development of the municipality. One of the participants had this to say, "Treat all citizens equally and all deserve the quality of life irrespective of where they live."

### 6.13.4 Participation in the planning process of the municipality to influence outcomes

While 15 participants agree that there is participation, 25 disagreed. According to the data gathered, there is a strong indication that involvement for some research participants is extremely low. Some engage but claim they have no influence over the outcome. There have also been concerns that involvement appears to be done for the sake of compliance, as the views given during consultation forums and imbizo are frequently not fully taken into account in municipal planning documents. There has been no community participation since the outbreak of COVID-19, which resulted in a national lockdown.

### 6.13.5 Appropriate sectoral and main plans to address development issues in the villages.

According to the data, 35 participants disagree and five participants are not sure about the main plans for development-related issues.

The majority of participants agreed that the municipality has appropriate sectoral and main plans in place to handle development challenges in the villages.

There were concerns about the development plans' implementation process. Analysis of the responses also indicates that few of the participants mentioned the existence of sectoral and main plans to address issues of development. Another concern is the municipality's capacity regarding skilled personnel to execute the plans. It was stated

that there are no development plans in the villages. Overall, the data shows that the majority of the participants from the community structures argued that sectoral and main plans did not exist in the municipality.

**6.13.6 Municipality created enough platforms for participation and engagement**

All 40 participants agreed that the municipality has established sufficient platforms for community participation and engagement. The representatives of Community Structures stated that they support the municipality's community participation initiatives.

**6.13.7 Extent of holding municipal leaders accountable on the election promises**

Only two individuals disagreed, with 38 agreeing that they hold politicians accountable. When asked how central they are in holding municipal leaders accountable, the majority of respondents said councillors would be removed during the October 2021 local government elections. It was also said that participants are not always allowed to attend meetings, and that the Mayor is expected to attend all meetings. It was confirmed that political leaders are not easily accessible.

**6.13.8 Accountability mechanism used**

Protests, according to all 40 members of the community structures, are the only mechanism for enforcing accountability within municipal structures. It has been stated that unrest and protests are the only major mechanisms that draw the attention of the municipality to the accountability of officials and politicians. It is clear from the analysis that holding politicians accountable is extremely difficult. Politicians are accountable to their political parties, not to ordinary members of the community.

**6.13.9 Municipality is an effective public institution**

All 40 community structures representatives disagreed that the municipality is an effective public institution. The main issues are the lack of libraries in the communities and potholes on the roads. According to Taxi Association representatives, roads are not

well maintained, and in certain cases, commuters must be dropped off far from their place of residence due to the poor condition of the streets in the villages. The participants criticised the ANC's Cadre policy, arguing that most of the deployed comrades are problematic, don't have political experience and skills as such exacerbating the municipality's dysfunctionality. The councillors were said to be concerned about their individualistic monetary benefits through corrupt activities.

It was suggested that additional and continuous training be provided to those employed by the municipality in order to improve service delivery to make the municipality an efficient institution.

### 6.13.10 Power and voice to influence management and enforce implementation

The overarching concern of all 40 community structure representatives is that they lack the capacity and influence to drive implementation. Politicians wield absolute authority. Unrest and protests are the sole tools that allow community members to have power and influence over the implementation of the municipality's service delivery strategies. Politicians only engage with the community during election campaigns.

### 6.13.11 Comments on service delivery audits for effective monitoring by citizens

Audits for effective monitoring, reporting, and evaluation were supported by the 40 participants. It has been suggested that service delivery audits are beneficial and should be pursued at all costs in order to improve service delivery. It has been stated that audits are valuable because they foster transparency and accountability. Audits are crucial because they allow leaders' performance to be measured. The participants agreed that the audits must be operationally sound because they are currently based on compliance.

## 6.13.12 Empowered with information to impact on systems and processes of the municipality

It was found that all 40 members of the community structures do not have access to or information about the municipality's systems and processes. In general, participants felt that they lacked the necessary information to have an impact on the municipality's systems and processes.

## 6.13.13 Social contract

Of the 40 representatives from community structures, 25 did not know what a social contract was, and 15 agreed that it existed. This question elicited a wide range of responses, with some discarding the concept entirely. The respondents who did not know it indicated that they do not understand what it means, arguing that it is very complicated and difficult. Some of them positively pointed to the notion that the social contract is a silent agreement between citizens and the government under which residents pay taxes and the government provides services such as police protection, health services, shelter, and education. It was mentioned that the government is not doing enough, and that the social contract should be done in such a way that the needs of society are addressed and communities are served. It was also stated that the social contract is merely a fancy term that is not being enacted because even the government does not take it seriously.

## 6.13.14 Leadership about the municipality

It was found that a few members of the community structures consider political leaders to be capable of leading and achieving their mandate. As such, 10 participants believe that the municipality's leadership is doing their best to facilitate development and create employment opportunities. Others were of the view that the deployment of comrades was not beneficial to the municipality. Also, 30 participants stated that there is leadership with the capacity to lead and manage, but that there is a lack of appropriate skills, academic skills, and qualifications to strengthen leadership. It was suggested that councillors need to improve their skills and develop professionally. In sum, quite a few

research participants perceived municipal leadership negatively, whereas a few viewed it favourably.

## 6.13.15 Capacity to lead and manage

Within the Polokwane Local Municipality, there is widespread concern regarding leadership capacity. There is no leadership capacity, according to all 40 participants. The replies were overwhelmingly unfavourable in terms of leadership capacity within the municipality, with the ANC deploying ineffective and incapacitated leaders. The widespread perception was that the municipality lacked leadership capacity.

## 6.13.16 Understanding of strategic leadership and whether it is being provided

Only two of the 40 members of the community structures agreed and 38 disagreed that there is an understanding of strategic leadership within the municipality. Only about two research participants stated that there is strategic leadership in the municipality based on their observations. According to the two participants, leaders should always explore new opportunities, build on their current practices, and learn from both successful and poor projects. They should not disguise their failures, but rather be transparent about them and learn from their shortcomings. It was indicated that the Polokwane municipality's political leadership must be creative and innovative in developing strategies to address the unemployment and poverty crises. It was stated that strategic leadership is based on foresight and forward thinking, rather than concentrating on petty or mundane matters.

## 6.13.17 Effects of leadership on development and service delivery

All 40 participants indicated that poor and ineffective leadership contribute significantly to a lack of development and poor service delivery. It was mentioned that leadership is essential and that it plays an important role within municipal structures. It was further stated that if a constructive plan and effective leadership were in place, the communities would receive quality and adequate municipal service delivery. Poor leadership makes it difficult to deliver services to the community in an efficient and effective manner.

## 6.14 PRESENTATION OF DOCUMENTS ANALYSIS FINDINGS

This section focuses on a number of documents and reports that detail the municipality's key activities and achievements over a number of years. Municipal Finance Management Act no 56 of 2003 and National Treasury regulations and planning frameworks require municipalities to develop five-year and annual Integrated Development Plans with accompanying Annual Reports as part of their accountability documents to their communities and the general public. As a result, both Integrated Development Plans and subsequent Annual Reports are significant documents in the life of municipalities and will be examined in this section. In the analysis of the documents in this section, two lenses are used. To begin, some of the key factors derived from the literature review inform the analysis (research finding and analysis). Second, the documents are scrutinised with a focus on key activities and projects aimed at improving living conditions in the two selected areas: Seshego Township and Ward 10 villages. The section also focuses on the following planning documents and annual reports within the selected planning documents and annual reports:

- Provision of basic services (water, electricity, roads);

- Demographic profile (employment/unemployment);

- Finances;

- Governance;

- Land invasions; and

- Auditor-General's findings.

Before delving into the municipality's Integrated Plans and Annual Reports, it is considered worthwhile to reflect on some of the key issues outlined and which municipalities are required to strictly adhere to, such as the key resolutions outlined and adopted at the Presidential Local Government Summit at the end of 2014.

- Create conditions for decent living by consistently delivering municipal services to the right quality and standard. This includes planning for and delivery of infrastructure and amenities, maintenance and upkeep, including the budgeting to do this;

- Be well governed and demonstrate good governance and administration – cut wastage, spend public funds prudently, hire competent staff, ensure transparency and accountability;

- Ensure sound financial management and accounting, and prudently manage resources so as to sustainably deliver services and bring development to communities; and

- Build and maintain sound institutional and administrative capabilities administered and managed by dedicated and skilled personnel.

If the preceding points are fulfilled, municipalities will be functioning effectively and delivering required services to residents. These are crucial guiding points that will be discussed further towards the end of this chapter. The point is that the Department of Local Government sets the tone and provides general policy guidelines so that there is cohesion and synergy in the delivery of services to communities across all nine provinces.

### 6.14.1 Five-year Integrated Development Plan (IDP) and annual plans

The following planning documents and their annual reports have been selected and studied in detail:

- IDP 2016 – 2021;
- IDP 2016/17;
- IDP 2017/18;
- IDP 2018/19;
- Annual Report 2016/17;

- Annual Report 2017/18; and

- Annual Report 2018/19.

These documents (Planning and Annual Reports) have been selected primarily because they fall within the period of the Council that came into office in 2016 after Local Government Elections. The term of office of the current leadership ends in 2021 when new councillors will be sworn in. It is also the period within which this study was conceptualised and conducted [the research proposal was submitted in 2015). It should be noted, however, that in some instances, reference would be made to other documents, some of which may not fall strictly within the timeframe of the current councillors. The IDP serves as a guiding tool to assist the municipality in bridging previous disparities within spatial and infrastructure development between rural communities, former black townships and Polokwane City. Prioritisation of corridor development and an Integrated Public Transport (IPT) system are some of the approved flagship projects (IDP, 2016/17).

It must be brought to the attention of the reader that the five-year Integrated Development Plan and its subsequent Annual Plans and Annual Reports cover a wide range of issues that cannot be fully dealt with in this study, let alone the chapter. Thus, a selection of issues that are discussed below has been based on the literature review and informed the research instrument data collected.

### 6.14.2 Basic services (water, electricity, roads)

Local government is at the forefront of service delivery since it is closest to the people, and timely provision of services such as water, electricity, roads, sanitation, and of good quality is a measure of the Municipality's improved living conditions. Unlike the Capricorn District Municipality, which Polokwane is part of, the local municipality is responsible for nearly all of the services supplied in Seshego and Ward 10 villages, and if services are not delivered, Polokwane carries the primary responsibility and accountability. As a result, Polokwane Municipality strives to deliver water, electricity, and roads to the communities on a consistent basis. This should be particularly true for

the poor and unemployed. The Executive Mayor of the Municipality stated in her introduction of Medium Term Revenue and Expenditure Forecasts 2017/18 and 2019/20 that "we will remain resolute in ensuring that the poor in the municipality are subsidised on all the key services which the municipality offers while at the same time we will ensure that the principle of social contract with the entire community of Polokwane is emphasised" (page 4).

### 6.14.3 Water

Water is identified as a priority area for the entire municipal area, not only the city, but all areas, in a number of planning documents. It should be noted that the municipality faced major water supply issues in 2017 and 2018, with water tanks frequently used to feed places such as Ivy Park, Flora Park, Bendor, Madiba Park, and Seshego. Efforts have been undertaken to alleviate the problem, and there appears to be a much improved water supply in 2019. The Municipality's water infrastructure is particularly troublesome due to old asbestos pipes that rupture on a regular basis, resulting in a lot of water waste. The other issue is that the water supply from the Lepelle Water Board has problems on a daily basis. There are water issues in the municipality since the Lepelle Water Board does not properly maintain its infrastructure. As a result, there are financial issues, as well as legal and technical difficulties. They are not only repairing out-dated asbestos pipes in the city to improve services, but they are also implementing water schemes in Ward 10 villages.

The issue of water is critical in any community or society because it is one of the basic needs in improving residents' lives, and in poorer communities that rely heavily on public service institutions for services, it carries even more responsibility. Moreover, it is abundantly clear from some of the municipality's key planning documents and reports that more attention is being paid to it.

**Table 1: Water Supply and reticulation**

| Multi-year description | Budget | Funding | 2016/17 | 20117/18 | 2018/19 |
|---|---|---|---|---|---|
| Olifantspoort (Mmotong wa Perekisi | | RWS<br><br>MIG | <br><br>R9, 000 000 | <br><br>R15, 000 000 | <br><br>R15, 000 000 |

According to the Annual Report 2016/17, a target of 2362 additional homes to be provided with minimum water supply was only met 1107 occasions (Annual Report 2016/17: page 31). The paper does not identify the obstacles that led to this underachievement. In addition, there is no indication of which areas are being targeted in the discussion.

The Water Master Plan appears to exist but has no impact due to shortage of water sources, and there are currently areas in the City, like the Flora Park section, that have been without a proper supply of water for a long time, and the explanation for this is not convincing or satisfying. It is worth noting that the Annual Report for 2016/17 set a target of 500 households receiving basic water access, but the actual attained was zero (0%) (Annual Report, 2016/17). This is not directed at the two research areas, but at all municipal households, and it is regrettable that nothing was accomplished.

### 6.14.4 Electricity in Seshego Township

According to the 2016/17 Annual Reports, "there were challenges related to electrification in rural areas, where Eskom delayed energising after all infrastructure was completed due to a lack of electricity capacity. This postponed the actual switch-on of

electricity in newly electrified areas" (page 12). The municipality had planned to install high mast lights — Apollo in the case of Ward 10 villages – and this was achieved. Some annual reports indicate that there have been some successes, but Eskom should have a larger role in certain areas, particularly villages and new areas.

## 6.14.5 Roads

Polokwane Municipality has a substantial number of gravel roads that make travel difficult and must be improved. It is quite difficult to travel on roads and streets during the rainy season. There are plans in the works to tar the roads and streets (some streets in Seshego) but almost nothing in Ward 10 villages. Going through the Service Delivery and Budget Implementation Plan (SDIP) (2016/17) reveals a number of projects targeted at enhancing infrastructure, the majority of which are in Seshego Township and only a few in Ward 10 villages.

**Table2: Roads (Streets in Seshego)**

| Multi-year budget description | Funding | 2016/17 | 2017/18 | 2018/19 |
|---|---|---|---|---|
| Rehabilitation of streets in Seshego | CRR | R2, 000 000 | R5, 000 000 | R6, 000 000 |
| Tarring of internal streets in Seshego | CRR | R3, 000 000 | R3, 000 000 | R8, 000 000 |

| | | | | |
|---|---|---|---|---|
| Upgrading Internal Street in Seshego | MIG | R6, 000 000 | R8, 000 000 | R10 000 000 |

If we sum the whole amount for each year over a three-year period, we have a total budget of just over R51 000 000 that will be spent in Seshego, which is significant since it will also help with job creation for the time being. Aside from enhancing infrastructure, spending money in townships results in fighting unemployment and, ultimately, improving the living conditions of a number of households. The municipality should be commended for their efforts.

Although not specified, there is a R2 million budget for rural settlement development in 2016/17, R800 million in 2017/18, and R750 million in 2018/19, which could include Ward 10 villages.

According to the municipality, "there was a delay in the appointment of consultants for the municipality's roads and storm water programme, which affected the road designs and compilation of tender documents for the appointment of construction companies for roads" (Annual Report, 2016/17: 12). Seshego received R900, 000 in the financial year 2017/18 for the upgrade of Seshego Stadium, which was completed in 2018/19. Still, at Seshego, R1 500 000 has been set aside for the upgrade of the Seshego library. There was also a R800 000 funding over three years for Zone 4, park expansion.

### 6.14.6 Socio-Economic Profile (including Employment/Unemployment)

When one examines the overall population of Polokwane over the years, one notices a consistent increase in the municipality. Is this attributable to an increase in the birth rate, or is it a result of migration from outlying areas to the city? The population is 628 999, with 178 0001 households and an average of four people per household. The majority of residents in the municipality speak Sepedi as their first language, with 80% speaking Sepedi, 5% Afrikaans, 3% English, and 11% speaking another language. It should be emphasised that the constant increase could also be attributed to in-migration from

deep rural villages, with people hoping to find employment closer to the city. The same is true in Gauteng, where many people travel in search of a better life in the metropolis, only to be disillusioned and end up living in squalid, overcrowded areas (shanty towns, squatter camps)

According to Brouweshaven (2014), Limpopo Province is the country's second poorest province: "The figures reflect that over 80% of the population living within the boundaries of Polokwane earn less than R18 000 per annum, with close to 64% earning nothing within the formal economy." According to reports, the major contributing sectors to the populations' remuneration packages are, in descending order, services, trade, finance, and transport. It is also noted that the "Local Economic Development Programme to be followed in Polokwane should ensure sustainable livelihoods for all, with a serious focus on rural development as stated in the Rural Development Plan, given that the majority of the population lives there" (Brouweshaven, 2014: 32).

A closer examination of several municipal plans and annual reports reveals a concern about unemployment and employment. According to the municipality, the unemployment rate in 2001 was 41.5%, and it was 32.4% in 2015.

**Table 3: Key Statistics Variables (just a selection) [taken from page 106]**

| Variable | 2001 | 2015 | 2016 | 2017 |
|---|---|---|---|---|
| Total Population | 508 277 | 628 999 | 702 190 | |
| Unemployment rate | 41, 5% | 32,4% | | |
| Youth unemployment | 53,2% | 42% | | |
| Piped water inside a dwelling | 21,1% | 33,7% | | |
| Electricity lighting | 64,6% | 83% | | |

With unemployment at 32.4%, as stated in the municipality's IDP, it is clear that the situation is dire and that drastic actions are required to ameliorate the situation. To minimise the high unemployment rate, the municipality must collaborate with COHSTA, the district, the private sector, and the national government. When it comes to youth unemployment, it is alarmingly high, which could lead to social and political instability. As a result, efforts should be made to improve the situation. According to the most recent Statistics South Africa figures, the situation has not improved at all (Limpopo remains at 37%) (StatsSA, 2019). It has actually become worse. Worse, the global Corona virus pandemic means that the unemployment rate will rise, despite the fact that it is already high.

**Table 4: Employment status (Global Insight; 2015)**

Page 111 of IDP

| Employment status | Number |
|---|---|
| Employed | 155 691 |
| Unemployed | 74 784 |
| Discouraged Work Seeker | 14 798 |
| Not Economically Active | 162 442 |

According to its Annual Report, 12 207 destitute households received free basic water out of a target of 9500. This is a more than 100% accomplishment, and the municipality should be commended for its efforts. However, when we consider how many impoverished homes must obtain free basic water, the picture changes, revealing a severe issue in this aspect.

**6.14.7 Finances**

Polokwane Municipality appears to have two main revenue sources: government grants and internal revenue streams, with service charges being the main internal contributor. The municipality lists spending of 90% of the conditional grant received as one of its significant achievements in its Annual Report (2017/18). Spending nearly 100% of the allocated funds is always preferable than major under or overspending, and the municipality should be commended for its efforts. However, whether there was efficient spending and financial management discipline must be thoroughly investigated. Municipalities must manage their finances efficiently and cost-effectively, with no unnecessary or inefficient spending. They must avoid unauthorised expenditure at all costs, which is more prevalent in the public sector than in the private sector. Erasmus (2012) contends that "it is critical that organisational systems are effective in ensuring that money spent on service delivery is used cost-effectively and accounted for, and government resources are used economically."

The same Annual Report (2017/18) highlights a key challenge relating to revenue collection, which is lower than expected, but emphasises the socioeconomic aspects in the townships. Revenue collection is often an issue in municipalities that are largely rural around the country, and the situation in Polokwane is not unique. In contrast to conditions in affluent areas such as suburbs, poor conditions in townships and surrounding villages constrain revenue collection.

Still, it is acknowledged and indicated in the Annual Report 2017/18 that the municipality has regressed in terms of its audit opinion received from the Auditor General. The municipality received a clean audit opinion in the previous financial year, but now it has received a qualified opinion. Receiving a qualified audit report also implies that the municipality is dealing with a slew of non-compliance concerns and control deficiencies. Regression on its own is not good, and earning a qualified audit opinion shows that the municipality was unable to completely account for some transactions in some areas. Fiscal discipline within public institutions must be maintained at all costs, because failing

to do so results in communities being deprived basic services in some cases due to inefficiencies in financial management.

## 6.14.8 Governance

In the public sector, the two types of leadership – political and administrative – play critical roles in the life of the institutions in order for them to be optimal, effective, and efficient. If one of these dimensions of leadership is compromised or deficient, the institution/organisation will suffer in its pursuit of key institutional mandates and public responsibilities. According to the Local Government: Municipal Structures Act no. 117 of 1998, a municipality must have some political and administrative components, each with precisely articulated roles that should not interfere with the functions of the other. It is correctly maintained that there is a separation of powers between the municipality's political and administrative wings.

## 6.14.9 Political leadership

The Council is made up of 51 ruling party members, 27 EFF members, 10 DA members, one Cope member, and one Freedom Front Plus member. There is significant schism among political parties, which is essential to democracy. It is worth noting that the ANC represented Ward 10 villages for many years before the EFF won the seat in the 2016 Local Government Elections. Also suggested are attempts by politicians to instruct administrative officials on what to do (on issues of supply chain management and who to employ). This is an encroachment on the responsibilities of others and should be avoided at all costs.

## 6.14.10 Administrative leadership

The municipality is working relentlessly to guarantee that capacity exists and that all vacant posts are filled on time. Much progress has been made in this area, while the municipality notes that it faced a leadership challenge and functioned with three

different acting municipal managers during the 2016/17 financial year. There were vacancies in the divisions of CFO, Corporate Services, Transportation, and Economic Development.

The recent permanent appointment of both the CFO and Municipal Manager seems to have restored stability to all key strategic areas of governance and management, particularly municipal finances. This appointment also appears to have instilled trust in fellow municipal employees, notably the Executive Mayor, whom colleagues perceive as a determined and assertive leader, manager, and governor.

A further boost to the effectiveness of municipal governance might be the appointment of permanent personnel to the majority of key strategic positions that have been occupied by acting appointees for the past two years. As a result, in recent months, the municipality seems to have been successful in establishing internal structures to improve effective involvement and consultation with key local stakeholders. The IDP Representative Forum is one such structure within the broader municipal governance, and it includes representatives from the business community, traditional leaders, government business agencies, and district and provincial representatives, among others.

## 6.14.11 Land issues (invasions)

Going through the municipality's plans each year and the accompanying annual reports, one comes across the problem of land invasions that appears to be substantial and that the institution is battling year in and year out. In the financial year 2016/17, for example, eight areas and three farms were invaded, and the municipality was able to secure court orders to prevent the invaders from occupying them.

The illegally invaded areas and farms are listed below:

**Areas**

- Polokwane Extension 40;

- Erf 6045 Pietersburg, Mikes Kitchen;

- Portion 1-16 of the farm Pelgrimshoop 630 LS;

- Erf 60 and 374 Seshego 9G;

- Erf 36 36 Seshego 9F;

- Erf 2406 Seshego E (Church);

- Erf 5289 Pietersburg Extension 11;and

- Erf 8518 Seshego Zone 1 extension.

**Farms**

- Farm Engelshedoornboom 688LS;

- Farm Vogestruisfontein 667 LS;

- Farm Klipfontein 670 LS;

- Portion 74 and 75 of Ivy Dale Agricultural Holdings; and

- Doorndrai 606/ LS.

In the following financial year (2017/18), additional areas and farms were added as follows:

- Polokwane Extension 108;

- Polokwane Extension 78;

- Polokwane Extension 106 and 107; and

- Farm Sterkloop 688 LS.

According to the municipality's Annual Report 2017/18, land invasion and illegal land activities continue to be a challenge for the municipality. The municipality owns a substantial amount of property. Since the municipality lacks a coherent policy, disposing of owned land and immovable assets is a challenge. Council has approved procedures for leasing buildings at market-related prices.The issue of land invasions is discussed

here because it was identified as a serious concern in both the literature review and the interview data, given the historical legacy of land dispossession in South Africa, where the white community, constituting approximately 5% of the population, was allocated 87% while the black majority made up about 90% of the population were given a meagre 30% of the land.

The current National Parliament development indicates efforts to change the South African Constitution in order to accelerate land acquisition through land expropriation without compensation. As a result of campaigns to persuade potential voters to vote for political parties, this has become a contentious issue.

The issue remains, however, that land invasion is criminal in nature since the inhabitants violate the law, and as a country, we cannot allow a situation in which the law is broken. Lawlessness is a recipe for social disorder and should be avoided at all cost, regardless of the virtues of reclaiming unconstitutionally taken land.

**6.14.12 Key shortcomings of IDP**

The IDP strategy appears to be an area-based development strategy centred on Polokwane and Seshego. Subsequently, either directly or indirectly, commercial farming areas and rural villages are excluded. There are a number of heritage and project sites (crocodile breeding project) in rural communities that are not reflected in the current IDP strategy, as expressed by traditional leaders and acknowledged in the current IDP strategy. One of the acknowledged shortcomings in the present IDP strategy in terms of land-use management is the exclusion of commercial farming areas, rural villages, and tribal areas (IDP, 2015/6).

**6.14.13 Findings by the Auditor-General (2016/17, 2017/18, 2018/19)**

It is also critical to consider the findings of the Auditor-General for Polokwane Municipality over a number of years. These findings by the AG provide an objective assessment of the municipality's operations and financial management by an external body, which differs greatly from the assessment provided by the municipality itself. In

the case of the former, the municipality may rose-coloured its assessment out of fear of presenting themselves in an overly bad light, in which case heads must instantly roll. In the latter case, the municipality may contest some of the AG's findings in order to safeguard its own inefficiencies and ineffectiveness.

The Auditor General observes widespread ineffective and inefficient management with "respect to revenue, expenditure, assets, and liabilities of departments, public entities, and constitutional institutions as observed annually by the Auditor General of South Africa" (AG Annual Reports, 2016/17, 2017/18).

### 6.14.14 Issues that the municipality demonstrate progress

It is reported that the municipality manages its finances somewhat effectively and can account for all of its allocations; as a result, the municipality cannot be issued a disclaimer audit opinion, which would reflect negatively on the municipality's finances. This is highly laudable and worthwhile to pursue with the ultimate goal of obtaining a clean audit opinion, especially in a context where certain municipalities in the country receive adverse outcomes from the AG.

### 6.14.15 Irregular and unauthorised expenditure

The AG's reports highlight those material findings on compliance with specific matters in key legislation. Irregular expenditure totalled R199 million, with unauthorised expenditure totalling R292.5 million. According to the AG, the majority of unauthorised expenditure was caused by under-budgeting for non-cash items, and irregular expenditure was primarily the result of non-compliance with supply chain regulations and prescripts.

One of the most distressing and troubling findings by the AG is that some suppliers were paid twice for the same goods and services, amounting to about R35,3 million. This would not be such a big deal if suppliers returned the extra payment right away, but because the municipality works with some small companies, it can be difficult for them

to reimburse the municipality for the double payment straight away, resulting in unnecessary debt recovery that can take months, if not years, to resolve.

**6.14.16 Poor record keeping of Invoice Registers**

The AG discovered that an invoice register was not maintained to record all invoices received and paid in order to avoid paying invoices more than once. In the reconciliation of cash earned from operating activities, unexplained non-cash items totalling R73, 5 million were included. It was discovered that officials altered invoice numbers when processing payments in order to circumvent SAMRAS system controls.

**6.14.17 Information not reliable**

Revenue information was judged to be unreliable by the AG due to flaws in the process and deficient controls over revenue management, as well as a lack of regular monitoring and reconciliation of revenue information. Leadership was chastised for being slow to remedy flaws in financial statement preparation and for failing to monitor non-compliance with legislation. The accounting officer was reprimanded by the AG for failing to appropriately monitor adherence to the plan for dealing with internal and external audit findings. Overall, the AG was dissatisfied with the material submitted and the accompanying documentation evidence provided as a means of verification. The data supplied to the AG should be backed up by relevant and credible documents that substantiate the achievements claimed and transactions carried out.

Appropriate evidence for the municipality's basis for estimating water and electricity usage was not submitted to the AG, and the municipality was also unable to produce a list of consumer accounts where the actual reading was not performed. In other cases, it is explicitly stated that "the AG was unable to verify whether the estimated consumption charged to consumers was reasonable, and the SAMRAS system could not differentiate between accounts where consumption was estimated and ones where the actual reading was used"(Annual Report, 2017/18).

## 6.14.18 Elements of corruption

The AGSA's findings on the operations and financial management of Polokwane municipality also indicate that there are elements of corruption and unethical behaviour in some instances. It is stated, for example, "tenders were also awarded to providers whose directors or principal shareholders are in the service of the municipality or other state institutions." It is stipulated in National Treasury regulations, as well as PFMA and MFMA, that bids must be competitive across the board; however, when competing against some of the municipality's employees who have extensive and insider knowledge of what is required, suppliers who rarely have directors in the municipality are very likely to lose out on the selected bids and tenders. Competing against individuals who have inside knowledge of what is necessary, both in terms of exact quantity and quality, and often with a precise pricing list of items required, is an untenable situation.

Unethical conduct has been identified as reaching alarming proportions in the public service, particularly in Supply Chain Management Sections where personnel have a vested interest in the contracts awarded to service providers and, as a result, demand what is generally referred to as a kickback (Auditor-General, 2016; SCOPA, 2014).Unethical conduct has a negative impact on financial management in departments because it leads to prices that are not market related since employees of institutions (including municipalities and departments) want a cut of the money paid to service providers. In some circumstances, departments receive shoddy work because service providers must share the amount they charge departments with employees. According to the Auditor -General (2017/18), "an effective system of expenditure control, including procedures for authorisation and payment of funds, was not in place as required by law. "It implies that in such an environment, processes and procedures are open to manipulation for the benefit of employees, and in some cases, the municipality, the broader community, and society. Employees, particularly those in the public sector, are not there to serve the people and provide honest service to the general population, but rather to serve their personal interests, which puts into question

the entire issue of public services as well as issues of ethics and morality. The municipalities also highlight to areas of fraud and corruption in their own documents (Annual Reports), underlining that more needs to be done in these areas.

The Auditor-General South Africa (2016/17; 2017/18; 2018/19) found some serious issues of non-compliance with the relevant legislature in some cases and lack of internal control measures to ensure adherence to applicable Treasury regulations, norms and prescripts.

## 6.15 CONCLUSION

The research findings from interactions with various leaders at the political and administrative levels made it perfectly clear that the socioeconomic character of the municipality is the starting point for understanding the difficulties faced by those who receive development projects. Polokwane Municipality is a formidable institution of public administration with well-established systems and personnel that reflect demography and are non-racial in character. It has done well in determining its Integrated Development Plan through its basic approaches to planning and development, despite limited resources and the inability to satisfy every community. Despite the fact that some communities have marched to the municipality, the leadership understands that it has worked very hard to shift and strike a balance between rural and urban areas. It is clear that appreciation for the magnanimity of municipal leadership exists, and there is a need to continue with primary stakeholder relations and consult. The revival of the Polokwane municipality's socioeconomic development is seen and defined, among other things, by cyber network improvements, projects of economic value, and well-explained packages of efforts such as the Convention Centre, Aerotropolic development, and possible diversification and beneficiation given the City's strategic location. The Municipality's leadership is balanced in terms of conceptual approach, plan formulation, implementation, and leadership provision.

The empirical study conducted using a community survey questionnaire provided a clear picture of how the residents in the study area perceive the municipality in general. They provided distinct input for each area of attention, which differs significantly from the viewpoint provided by city officials. It is critical that the municipality's leadership follow through on all of this and improve in areas where they are challenged.

The interviews with the municipality's political and administrative leaders indicated that there were challenges and problems in the institution. However, the problems are not insurmountable, and significant progress has been made in finding solutions. Community leaders and some councillors from opposition parties also shared their perspectives on the situation, which differed significantly from what the city's senior officials indicated. They did, however, highlight the leadership dynamics that require attention due to their negative impact on the city's affairs.

Annual reports accounting for the allocation received are compiled and shared with everyone. Planning documents outlining key activities are developed and performance is tracked throughout, and annual reports accounting for the allocation received are generated and shared with all. Many accomplishments have been documented and fully acknowledged. There are challenges identified, but little is said about how they will be dealt with or overcome. The Auditor-General continues to observe troubling activities in the municipality, which result in unauthorised and fruitless expenditure in some cases. According to the municipality's plans, the selected areas of research for this study receive some attention: Seshego receives significant attention, whereas Ward 10 villages receive minimal attention. With some of the projects earmarked for Seshego, new job opportunities are generated, and the material conditions of those who have lately been employed improve slightly. It is also important to remember that the municipality has budgetary limits that have a negative impact on some of its plans and target, and residents of the two communities should bear that in mind when evaluating what the municipality can and cannot do. Overall, reading through the planning documents and annual reports reveals that little is being done to better the material

conditions of residents in Ward 10 villages and Seshego.This is especially alarming given that, almost 26 years after the dawn of democracy, communities that suffered greatly under apartheid rule continue to struggle today.

The sentiments expressed in the questionnaire differ significantly from those obtained from interviews with municipal officials. However, based on the literature review, it has been established that the majority of the views expressed by questionnaire respondents are credible and well founded. This urges the municipality to improve its service delivery and serves as a barometer for both elected and appointed municipal leaders to work hard and address the concerns revealed in this area of research as feedback from the communities of the two areas.

The findings of the document study were thoroughly discussed in order to corroborate the findings of the empirical study at the Polokwane Municipality, Seshego Township, and Ward 10 villages. The findings of the document study validated some of the views presented by Ward Councillors and senior municipal managers. The study's summary, conclusion, and recommendations are discussed in detail in the next chapter.

# CHAPTER SEVEN

# SUMMARY, CONCLUSION AND RECOMMENDATIONS

## 7.1 INTRODUCTION

The study's primary focus has been on investigating both political and administrative leadership in Polokwane Municipality in relation to socioeconomic development and the provision of basic municipal services to the communities of Seshego Township and Ward 10 villages.The study was motivated primarily by widespread community protests about service delivery in many municipalities across the country, as well as the ruling party's (ANC) hegemonic hold on society as it is voted into power in elections despite little improvement in the material conditions of many communities such as Seshego and Ward 10 villages. The study paid special attention to the role of political and administrative leadership in serving communities. The purpose of this study was not to investigate political and administrative leadership in providing municipal services to the two communities through the lens of clientelism, as there are many debates and contestations about the challenges of service delivery across the country in general, and specifically within Polokwane municipality.

The study takes a novel approach to exploring challenges of service delivery in municipalities, employing clientelism as a conceptual framework and using mixed methods to collect data - qualitative, quantitative, and documentary analysis. The clientelism lens through which the researcher examined the challenges of service delivery in Polokwane municipality allowed the researcher to thoroughly examine practises that are otherwise dismissed as purely administrative, despite the fact that they encompass political inclinations and ingredients.

In considering service delivery in municipalities, this study contends that relying solely on the views of municipal officials provides an incomplete picture of the key challenges encountered because they are closer to the operations and may, as a result, not provide objective assessment unintentionally. It is also true that the views of those external to

the municipality cannot, and should not, be taken as meritorious on their own as they may be too subjective. Thus, the use of mixed methods assists in the production of credible results, particularly when we consider what the dominant literature identifies as the major issues of discussion and which those with a vested interest in the operational efficiency and effectiveness of the municipality should always grapple with.

## 7.2 SUMMARY

The research objectives were discussed in Chapter 1. It provided a brief overview of the significance of the study. It was stated that the interviews conducted for this thesis would be a valuable source of information for the research.

Chapter 2 provided a detailed overview of the conceptual framework that underpins the research. It was especially focused on clientelism, which assisted in understanding the interaction between politicians who go out on a regular basis to canvass for votes and then not much happens in the lives of ordinary people, but a large proportion of the same politicians get elected for another five-year term. The broad argument in this chapter is that there seems to to be an observable patronage type of relation between elected parties (politicians) and citizens, and that no matter what service delivery challenges citizens face (coupled with violent protest in some cases), voting patterns do not change much come election time. Clientelism refers to the relationship that exist between citizens/voters (clients) and politicians (patrons) who make electoral promises in order to gain office.

Chapter 3 examined leadership and its impact on service delivery. It focused on the conceptualisation of leadership, administrative and political leadership, and the impact of these on service delivery. It is evident that communities are dissatisfied with service delivery.

Chapter 4 presented the role of political leadership and citizens in service delivery and development. It also depicted a picture of the country's socioeconomic development, which must be clearly defined by the government. Political leaders must be clear about the vision of the developmental state in order to foster trust, collaboration, and citizen

motivation. Political leaders should make certain that election promises made before to taking office are fulfilled. The same is true for citizens' role in ensuring that politicians keep their promises, or else they should be voted out of government. One of the responsibilities of national, provincial, and local governments is to provide basic services.

Chapter 5 expanded on the introductory remarks discussed in Chapter 1. The following aspects were discussed in detail: research design and methodology, description of the study area, kinds of data needed, target population, sampling designs, data collection methods, data analysis techniques, and a greater emphasis on ethical considerations; validity and reliability of the study undertaken.

The data collected from participants at Polokwane Local Municipal Council, Seshego Township, and Ward 10 villages were analysed and presented in Chapter 6.

Chapter 7 presented the conclusion reached based on the findings of the study pertaining to the impact of leadership to socio-economic development on municipalities. Recommendations were derived from the outcome of the literature review and the findings from the empirical study.

This study has identified the key problem areas that impede traditional leaders in the promotion of municipal service delivery. The study pointed out that government must set the socio-economic empowerment strategies for rural communities. In terms of Section 152 (1) (b) of the Constitution, 1996, municipalities are responsible for ensuring the delivery of basic services to all South Africans. At present, a large backlog exists in South Africa concerning basic services as defined in the Reconstruction and Development Programme, the Constitution and other applicable legislation.

Concisely, this study focused on political and administrative leadership in Polokwane municipality in relation to the provision of services to the communities of Seshego and Ward 10 villages. Based on the foregoing concluding remarks, the following

recommendations are made. Some of the recommendations are short-term, while others need to be acted upon within the medium- and long-term.

## 7.3 CONCLUSION

This study has identified the key problem areas related to socio-economic development and service delivery within municipalities. The study pointed out that government must set the socio-economic empowerment strategies for rural communities in South Africa.

In terms of Section 152 (1) (b) of the Constitution, 1996, municipalities are responsible for ensuring the delivery of basic services to all South Africans. At present, a large backlog exists in South Africa with regard to basic services as defined in the Reconstruction and Development Programme, the Constitution and other applicable legislation. To carry out this responsibility, municipalities will need to have a joint service delivery initiative with the community structures.

The broad objectives of municipal restructuring were to ensure that municipalities deliver services in a sustainable, equitable, efficient, effective and affordable manner and consistent with the Batho Pele principles of service delivery, namely consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

The municipal transformation since 1994 aimed to make municipalities more efficient and effective. The Intergovernmental Fiscal Review states that the Department of Provincial and Local Government has introduced a variety of initiatives to effect wide-ranging transformation programmes. The Local Government Transition Act, no. 209 of 1993, provides a comprehensive vision and a plan of action to democratise municipalities. Municipalities are faced with a range of competing pressures on resources for service delivery with regard to municipal services.

In terms of Section 4 (1) (b) of the 1996 Constitution, all spheres of government are required to secure the well-being of the population. The local government is empowered to deal with several functions that are closely related to disaster management under

part B of Schedules 4 and 5 of the Constitution. In addition, Section 152 (1) (d) of the 1996 Constitution requires local government to promote a safe and healthy environment.

The concluding remarks that are directly related to aspects of socio-economic development and service delivery within municipalities are discussed in detail in the following sections.

### 7.3.1 Poverty

Like many other studies in the area of local government (municipalities), certain areas such as Seshego and Ward 10 villages continue to see very little improvement in their material conditions despite 27 years of democracy and the promise of a "better life for all". The challenges are substantial, necessitating the implementation of well-thought-out strategies and appropriate corrective actions to undo decades of wilful neglect of rural communities (black areas).This study confirmed a large body of literature indicating that predominantly rural areas lag in many aspects. While the blame is still harped in some cases on the years of apartheid rule prior to 1994, it is also demonstrated that in terms of budgeting and resource allocations, these two areas are not prioritised sufficiently . They are treated almost identically to all other areas within the municipality, and worse, because residents of the two areas pay a pittance in terms of municipal rates particularly Seshego, municipal services to these areas are not only piecemeal and at times erratic, but wholly inadequate and a drop in the ocean compared to the serious service delivery challenges the areas face. This is particularly prevalent in Ward 10 villages.

Water remains one of the most pressing issues, and it is particularly noticeable in Ward 10 villages that rely on boreholes. The dusty streets of Ward 10 villages and poor spatial development are an eyesore in this day and age, especially when compared to other projects in the City, some of which are only ten (10) kilometres away. When one walks through the dusty "streets" (which are hardly maintained), one is struck by the continued under-provision of resources and lack of infrastructure development in Ward 10 villages, which makes one wonder whether the promise of democracy is all that is perceptible in

the village, which is only 10 kilometres from Polokwane's central hub, with its modern luxurious and spacious houses east of the city.

Unemployment, inequality, and poverty are also major issues in Polokwane, and considerable coordination across government departments is required to ameliorate the situation. Water changes and supply have an impact on the City's potential growth, which necessitates multi-stakeholder engagement and the development of solutions and strategies.

## 7.3.2 Capacity (Employees and Councillors)

The analysis provided in the preceding chapters also revealed that there were substantial capacity challenges, which manifested themselves in three ways. For start, it was pointed out that a large municipality like Polokwane cannot function without a Municipal Manager for two years. As if that was not enough, the position of Chief Financial Officer (CFO) remained vacant for three years. It is also quite concerning that, fully funded vacant positions are not filled solely because of internal political disagreements and factional battles within the ruling party. It is just not acceptable for communities to experience service delivery challenges because of political inaction. The municipality went a long period without a City Manager and had an acting Chief Financial Officer for a number of years, which had an inevitable detrimental impact on the institution's administrative leadership. Critical funded vacant posts in any institution included Polokwane Municipality should be speedily filled with the people with requisite skills and qualifications. It was also discovered that there is a severe shortage of artisans and engineers, which constrains the proper functioning of the municipality in delivering services to its residents.

The second aspect of capacity in the municipality arose from a situation in which a number of consultants are used in programme planning/project delivery. It was discovered that the municipality relies on consultants to a significant extent, which has a negative impact on project delivery in achieving rigorous timetables. Consultants charge the municipality large sums of money for services that, if the municipality had sufficient capacity, would not require the use of consultants for some of the tasks.

In relation to the third aspect of capacity, the study also revealed that some employees are deployed to positions for which they are unqualified just because they are in the good books of the political leaders , those in charge of the system. People with the necessary skills and academic qualifications are overlooked simply because they belong to a different political party or faction within the ruling party. Many councillors' academic achievement or levels of scholastic progress exacerbate this predicament. In this regard, it is critical that future councillors be properly balanced in terms of political considerations, as well as having a reasonable proportion of councillors with minimum academic qualifications, because this would enable the municipality to have leaders who can cope with the contents and volumes of documents, influence policy, and develop. This fact is not a significant element of the Polokwane municipality category. From a political perspective, this also accounts for the municipality's capacity. Without a doubt, despite significant notice of good work in trying to position the city, the issue of inconsistency, skills capacity, and knowledge of its political leadership is paramount, and the feedback provided a worrisome picture that should be addressed. The impact of leadership on the matter of the municipality is a major challenge that requires attention going forward.

It must be acknowledged that for the most of the posts, administrators (bureaucrats) were found to be suitably qualified and have relevant experience. This is a positive aspect of the municipality's capacity. This is the third aspect of capacity, and it was discovered that a significant proportion of employees were qualified and experienced for the roles they held. However, it was found that councillors lacked the necessary skills and training to optimally fulfil their key responsibilities and functions, compromising the municipality's proper functioning.

### 7.3.4 Retention of skilled personnel

According to the study, the municipality experiences difficulties in retaining skilled personnel, owing to the structure of the employment contracts offered. It was noted that senior posts in the municipality are mostly offered on a contract basis rather than on a permanent basis. This unnerves some employees, and when the contract expires, it is often not renewed not due to failure to do one's job, but rather because there are new

political heads who want to bring their own people. The problem here is twofold: the failure to retain skilled personnel and the resulting vacancy, which can take months, if not years, to fill. It was stated that offering employees permanent positions is not a solution to employee retention, especially if it is found that the person offered a permanent position is unable to deliver as required by the demands of the posts. The municipality will find itself having unproductive employees on permanent positions. As a result, a balancing act should be undertaken between contract and permanent employment contracts. In a nutshell, both contractual and permanent appointments have merits and demerits.

## 7.3.5 Political Leadership

According to data analysis, this is an area that requires considerable attention since the political leadership is deeply immersed in internal disputes and contestations inside the ruling party, which has a negative impact on the provision of services to the communities. Internal disputes within the ruling party are damaging to the municipality's efficient functioning. Strong arguments were advanced that the municipality's leadership lacks vision, lacks cohesiveness, and has self-serving interests. Parties in the Council fight for no apparent cause, and little progress is made. Some council meetings are filled with squabbles over trivial issues, with much of the time being spent on short-term planning and very little on long-term planning.

The City's character necessitates complex and dynamic political leadership capable of transcending different landscapes in order to drive a growth agenda. Importantly, the selection process for councillors in big cities should be aware of the challenge. However, this should not be limited to Polokwane alone; significant consideration should also be given to other centres of power to be constituted by a specific collective whose character would reflect a proper combination of political skills and academic qualifications.

### 7.3.6 Planning documents

Annual reports accounting for the allocation received are compiled and shared with everyone. Planning documents outlining key activities are developed and performance is tracked throughout, and annual reports accounting for the allocation received are generated and shared with all. Many accomplishments have been documented and fully acknowledged. There are challenges identified, but little is said about how they will be dealt with or overcome. The following areas of research for this study receive some emphasis from the municipality's plans: Seshego receives a lot of attention, but the other ten villages receive very little. With some of the projects intended for Seshego, new job opportunities are created, and the material conditions of those who have lately been employed improve slightly. It is also crucial to remember that the municipality has budgetary limits that have a negative impact on some of its plans and target, and residents of the two communities should keep this in mind when evaluating what the municipality can and cannot do. Overall, reading through the planning documents and annual reports reveals that little is being done to better the material conditions of residents in Ward 10 villages and Seshego. This is especially alarming given that, nearly 26 years after the dawn of democracy, communities that suffered greatly under apartheid rule continue to languish today.

Planning has been done on occasion through the compilation of the IDP, and such a plan remains the micro-strategic framework for development, guiding both resource allocation and application. Throughout the research, it has been apparent that community meetings for the development of such a plan in many parts of the city were and continue to be attended by categories of individuals who may not actively participate. This highlights the importance of process due diligence in order to ensure the quality of work done or documents produced by a different platform or sessions of the learned. This is due to the public outcry that such engagements were scheduled during the day, when most individuals, particularly those who work, are not available. There is a need for the city to establish a systematic IDP process that responds to the character of the city, rather than relying just on the findings of the first round of

consultations. As a result, the IDP does not always reach the high quality standards that it should, because the IDP that lacks well-defined or well-thought-out sectoral plans falls short of completeness.

### 7.3.7 Separation of Powers [Administrative and Political]

The previous chapters also dealt at length with the issue of separation of powers, pointing out in particular that administrators often receive instructions to do things that, in all honesty, should be left to the discretion of administrators. To put it another way, political office bearers intrude on the field of operation of administrators, resulting in tensions and the halting of certain actions. Treasury regulations and prescripts, as well as MFMA and PFMA, guide operations inside municipalities and the broader public service, and administrators are more familiar with the key issues than politicians are. Therefore, political office bearers should restrict their influence in accordance with their key responsibilities. While it is true that politicians bear the overriding responsibility for ensuring that projects and programmes are carried out without fail, administrators should be given the necessary room to execute their work without interference from politicians.

One of the issues that emerged explicitly from this study is that the area of induction of political office bearers is not adequately examined and monitored in terms of course content and practises that the trainee should exhibit their behaviour after completion of the induction programme. Content of induction and subsequent accountability responsibilities, in which they should be aware that violating prescripts and regulations results in punitive measures of correction. In the absence of accountability and punitive measures, political office bearers will do anything they want since they know they will get away with it. Given the infancy of democracy in the country and widespread negative practice of lack of adherence to ethics, concerted efforts should be directed at accountability and ethical leadership in order to counteract the rising tide of corruption.

### 7.3.8 Non-Payment of Services

One of the key findings of this study is the perennial problem of the non-payment of services received by a significant number of clients (residents) of the municipality. Three aspects to it. Firstly, those who have fallen on hard times and are now no longer employed. Nevertheless, they should make arrangements with the municipality on how and what amount they can afford to pay rather than not pay at all. The second category of non-payment can be loosely described as those who feel entitled that in the past, they received poor services and now that they have their government in place, the government should freely provide otherwise they would be voted out. This group also includes those who argue that at times they do not receive services in time from the municipality and are therefore not obliged to pay when services are provided. The last group, which unfortunately include some big business such as certain malls in the municipality, are those who cut corners and illegally connect electricity to their places and frequently with the collusion of some employees of the municipality with the wrong belief that they will not be detected.

Payment of services remains a major challenge for the Municipality given the large number of households that do not pay for the services rendered. This affects the fiscal strength of the municipality. The municipality must work hard in educating its residents about the culture of payment and non-payments constraints the municipality in providing basic services to the communities. Stakeholder forums should be created and meet periodically to improve the payment and financial viability of the municipality. Payment of services is a challenge because it affects its fiscal capacity as it is constrained by non-payment of services by consumers in the townships whereas they have the potential to increase and augment the revenue base. The people of Seshego and Ward 10 villages should be engaged, and it takes an honest and dedicated commitment to achieve.

### 7.3.9 Unbalanced delivery of services

Despite the administrative leadership's best efforts, service delivery is not balanced. According to the data, the city's rural areas (villages) are underserved, with greater

resources allocated to the city centre and suburbs. Ward 10 villages continue to have poor infrastructure, including potholed roads and streets. Seshego township still has many areas which do not fully conform to appropriate standards of a human settlement of its character looking at its growth and challenges of development. Many areas lack adequate water supplies and transportation, and there is a high unemployment rate. Flora Park and Serala View have had continuous water shortages for years, with water tankers routinely deployed to alleviate the situation. Going forward, resource mapping and allocation should be realistic in order to respond to the challenges that many residents are noting. The City should be able to redirect some of the resources to areas that are in desperate need and deserve attention .

### 7.3.10 Competition between and within political parties

The discussion in the preceding chapters also made it evident that at times, differences between political parties (ANC and EFF) end up affecting service delivery, and what is troubling is that in some cases, such fighting is on petty and often procedural issues. As if that was not enough, internal fighting (factional battles) within a political party, particularly the ruling party, impeded service delivery, resource allocation, and completion of key projects in some cases. Differences between political parties in a multiparty democracy like South Africa are healthy and good for citizens because they allow them to choose a party that best represents their aspirations and needs based on their ideological lining. The same is true for disputes and internal party debates. However, it becomes a problem when such differences, no matter how big or small, have a negative impact on the services that communities deserve. Simply put, communities should not be at the mercy of political parties leaders interests in order to receive basic services enshrined in the Republic of South Africa's Constitution.

One lesson emerging from this research, especially on the issue of political parties, is that management of the transition after each election is not handled well at all. As new office bearers occupy their new positions, those who are leaving are often treated badly and with antagonism as if they should not have been there in the first place. There is also a general feeling of purging and not learning anything left behind by the previously

elected officials. Many of those with experience have been left to fend for themselves and are underutilised, and this is a widespread issue throughout the country and the province. It is a consequence of wrong political understanding of it's our turn and therefore totally disregard of previous efforts and commitment as if some came from different political parties, notwithstanding the essence of internal political democracy where leaders got elected through a popular vote, but a balance is needed between the need to build new capacities and the experience. Perhaps it would be understandable if those leaving office were from a different political party but as the data has shown in this study, it was found that individuals within the same party had intense animosity to each other to the extent of killing one another or even failing to use a state/municipal vehicle used by the previous officials. Again, this was blamed on the factional politics within the ruling party, which have disastrous effects on a smooth transition to another administration after each municipal election.

### 7.3.11 Land invasion

Illegal occupation of vacant land (land grab) within the municipality was quite widespread, and many planning documents of the municipality highlighted this. Put somewhat differently, land invasion is a thorny issue that Polokwane Municipality continually grapples with. Certain political parties invade private vacant land in some areas with full instigation and support. The drawback of these practices is that while communities may have genuine concerns with lack of land, invading land is a very costly exercise not only to the municipality but also to the communities themselves. Resources that must be channelled to service delivery end up hiring companies to evict people often with serious bodily harm and destruction of the little belongs that the people have. In some cases, individuals end up in jail.

It may also be true that the municipality in particular and the government, in general, is taking ages to provide people with land but that does not mean people should take the law into their own hands. The republic is governed by the law, which must be respected by all those who live in it otherwise the country may be turned into a banana republic.

Thus, the government must speed up the pace of provision of land to the communities that lack it and ensure proper amenities are provided.

### 7.3.12 Clientelism

It is also part of the findings of this research that those occupying senior positions in the municipality are very complimentary about the political leadership in place, saying almost nothing critical or negative. One gets a sense that if they point to any negative aspect in the current political leadership, it will be career limiting. As the saying goes, "One cannot bite the hands that feed him." There is strong allegiance to the political leadership in place with some elements of clientelism in place. In addition, the same goes for those councillors who are from the ruling party always expressing positive sentiments about the functionality of the municipality through the "able leadership" of the political head.

From the research, it is very clear that political clientelism is being used as the basis of relations because there has been a reference to patronage practice for support. There is also evidence that because of reference made about IDP Forums being convened during working hours when the middle class is at work for compliance given the socio-economic status or conditions of many who are available for such meetings. The culture of begging or toeing the line has been created given the context in which most of the engagements occurs. Therefore, governance and accountability are the cornerstones of democracy but in this regard, they are not well practised. Moreover, the fact that corruption and moral miasma is being pointed they confirm clientelistic approaches. Equally, the budgeting processes and allocation of resources does resemble or show features of the theory given its skewedness and differentiated impact on the development trajectory set for the city.

Given that reality, it becomes critical for the city leadership not to use the principles of such a theory as its fundamental basis and orientation in providing leadership. Even though evidence points towards that as the practice used to mobilise for support and following. Critically is us to note that the essence of such is not sustainable and cannot be relied upon.

### 7.3.13 Unethical Conduct and lack of accountability

The discussion in the preceding chapters also dealt with the issue of ethical leadership and accountability, which was argued to be in short supply in Polokwane Municipality as expressed by those interviewed and the findings by the Auditor-General. Ethical and good governance is in short supply within the public service, with billions of rands wasted due to unethical behaviour and lack of good governance. Unethical conduct has been identified as of alarming proportions in the Public Service especially within the Supply Chain Management Sections where employees of the department have an interest in the contracts given to service providers and as a result demand what is commonly referred to as kickback.

Organisational systems must be effective in making sure money spent on service delivery is used cost-effectively and accounted for, and government resources are used economically. It should address without failure any matter that could be perceived as malfeasance and malversation for longevity and durability of public confidence in its systems thereby positioning the leadership for positivity.

The municipality should work hard and engage its constituencies given the negative perceptions that exist out there about how they handle matters of council. There seems to be a trust deficit between the municipality and the people and such needs to be addressed to build and sustain the confidence that exists as a foundation of representative and participatory democracy.

### 7.3.14 Public-Private Partnership and LED

It has also emerged from this study the municipality has not explored the issue of a public-private partnership with the sole aim of improving job opportunities so that a significant number of residents get employment. Factories are lying idle in Seshego Township, which have the potential to absorb a large number of unemployed people in the municipality.

Furthermore, Polokwane Municipality will only progress if the issue/area of Local Economic Development is taken seriously. There is currently no evidence of robustness in the area of Local Economic Development. It lost an opportunity to establish major projects such as the Fresh-Produce Market and the Convention Centre. Municipal leadership, both political and administrative, should work on this as soon as possible in order to unlock the city's economic growth potential.

Lastly, it must be noted that the municipality is working towards being a metro in the future and the issue of public-private partnership becomes critical on this score. Implementation of mega projects with huge economic spin-off would greatly impact the situation and economic development.

### 7.3.15 Socio economic challenges

The distinct character of the municipality as the city is an attracting element for many people from the province's rural areas who travel to Polokwane to seek fortunes and are met by realities of life, adding to the existing communities that are struggling for a livelihood. Noting the momentous occasion because of the democratic breakthrough, the political efforts intended to establish a society characterised by equality and a balanced approach to development and access to means of production, are still relevant and continue to find expression in the development trajectory set. However, the situation as it exists within the city and the focus areas of research point to the challenges experienced unemployment, poverty, crime, low scholastic achievements, unsustainable business practices and continuous contestations of communities including foreign nationals of opportunities in the city. This attests to the fact that South Africa is one country with the most unequal society. The City should pursue vigorous economic development initiatives in the interest of stimulating and building resilient local economy for its people to  mitigate the effects of the triple challenges facing society .

### 7.3.16 Revenue Capacity

The collection of revenue remains a critical determinant of the financial viability of municipalities; hence, they need to ensure an effective revenue collection system to address the vertical imbalance between functional responsibilities and financial

resources needed, noting unabated service delivery backlog. Indeed, there is a dialectical relationship between local economic growth and development and revenue capacity. The municipality, from the findings of the research, does not have enough revenue base that meets the demands of the people in terms of development and services delivery, and this is precisely owing to medium economic activities because of the delayed projects of economic value and significance, which could have positively impacted the situation. The City should develop a well defined strategy that would address this aspects of financial planning and development .

### 7.3.17 Planning with Magoshi

Traditional leadership is an integral part of the institutions of the South African democracy. It is entrenched in the systems of government by legislation. Importantly, the municipalities are expected to jointly work with them to provide collective leadership and ensure a seamless planning process that will result in proper development and allocation of strategic areas for social and economic use. Contestation regarding land administration in rural areas is not an option hence the need for the confluence of ideas. Some places have not been well planned and cannot be proclaimed to improve their tenure and property value because of the dynamics. This, unfortunately, affects progress and capacity to address this matter of significance, not only that but to improve on the value of public buildings found in all the rural areas.

### 7.3.18 Working with Social Partners

The relationship with social partners in development remains a crucial factor in building partnerships and sustainable approaches and formulation of strategies to address weaknesses identified. Therefore, continuous social dialogue to promote conversations is important; in the course of the research, it came out as a weak point because there was not enough reference to it.

**7.4RECOMMENDATIONS**

The study revealed various issues, and as a result, it is recommended that politicians and municipal officials be equipped with skills and capacity building. Polokwane Local Municipal Council needs to improve its leadership strategies and service delivery strategy implementation. The presentation on the gaps in service provision between urbanised and rural communities revealed the municipality's inefficiencies and ineffectiveness.

It is consequently recommended that the municipality's budget be re-prioritised in order to cater to and remedy many years of neglect in these two areas, as well as to broadly extend to other places that are falling behind in terms of development due to unbalanced approaches. The institution should take note of the infrastructure backlog in the context of serious financial constraints, mobilise Public-Private Partnership, and engage both the Provincial and National Governments to obtain funding to realise the objectives outlined in their Integrated Development Plan. The use of consultants, while necessary for business development, should be limited, with a greater emphasis placed on the establishment of internal capacity by employing people with relevant skills to enable the institution to perform its tasks without fail.

According to the study, the interface between the administration and political leadership should be prioritised in order to enhance governance, oversight, and accountability. Councillors should sharpen their understanding and be wary of potential overlap or encroachment into administrative matters.
It is also recommended that political leadership capacity building be ensured at all times, and that continual and focused training programmes be undertaken or implemented. Politicians and municipal officials should be encouraged to further their academic education in order to better serve those who do not have post-secondary qualifications. Critically, academic standards for qualification to become a councillor for municipalities such as Polokwane should be established as a priority in order to ensure increased engagements on matters of policy, strategy, and development planning for

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the municipality. Given the perception about matters of ethics, the municipality should strive for good values, moral integrity and attend to whatever malfeasance might be there. This is to ensure that it does not suffer from moral miasma and sleaze. Should people be found to conflict with the law account, appropriate actions should be taken against them. The municipality should continue to ensure the implementation of basic tenets of democracy and promote accountability and answerability to the people, thus enhancing participatory democracy thereby infusing endurance and ensure the durability of structures of public engagements.

Given the impact on the municipality's fiscal strength, there is a culture of entitlement and non-payment of services that should be addressed in order to foster collaboration and positivity and eradicate it. For positive outcomes on this matter, concerted efforts should be made to engage communities through various platforms of discourse. Given the extent to which such a phenomenon characterises the municipality, it is recommended that political leadership manage intra and inter-political party dynamics so that service delivery is not compromised and people suffer as a result. Given the municipality's limited resources, Public Private Partnership should be pursued as an alternative endeavour to mobilise support for development and concerted efforts for a developmental approach.

It is evident that an invasion is a challenge in the city, and it should be addressed so that valuable land is not exploited for purposes other than what it was intended for, owing to the primacy of land as a resource. In some municipal areas, valuable land has been lost to other developments, while such prime sites may have been secured for the development of economic value and property significance if handled differently.
The municipality's relationship with traditional leaders within the municipality's jurisdiction must be improved in order to ensure coordinated planning and avoid incidences of a disjointed planning system that is not aligned with the municipality's Land Use Plan.

The municipality should strengthen its revenue collection system so that it may take advantage of all applicable and available options to increase its budget capacity in order to respond appropriately to the needs of the people. Corruption, malfeasance, and sleaze should be tackled to ensure good governance and ethical leadership, as well as to manage perceptions in order to maintain an institution with integrity and a strong ethical basis. There is a widespread perception of corruption and mismanagement, which must be addressed.

The people in the research areas are dissatisfied with the quality and frequency of services and development; as a result, the municipality's leadership should pay special attention to these areas as they plan for the entire municipal area so that their situations can improve and positively impact their lives.

People believe that the municipality does not provide enough support to vulnerable people, and thus the leadership should strive to meet policy directives in this regard and respond convincingly to clear whatever exists that portrays them as paying insufficient attention to this matter of national importance. The municipality should ensure that service standards are properly articulated so that they are understood throughout the municipality and that officials can deliver without ambiguity, and communities can hold them accountable based on such a public policy commitment.

The municipal leadership is said to practise political clientelism, in which resources and patronage are dispensed for connection and the creation of a support base and following, and this should be addressed because it undermines the natural intelligence of the people and creates conditions of blind following, resulting in abuse of power. The municipality should continue to develop its governance structures and institutional arrangements to ensure a smooth flow of information and interactions, as this is a strategic imperative.

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**APPENDIX A: POLOKWANE LOCAL MUNICIPAL COUNCIL OFFICIALS AND COUNCILLORS, COMMUNITY STRUCTURES REPRESENTATIVES AND MEMBERS OF THE COMMUNITY RESEARCH QUESTIONNAIRE.**

**University of Limpopo**

**Faculty of Management and Law**

**School of Economics and Management**

**Department of Public Administration**

**Research Questionnaire**

This questionnaire is designed to solicit information of the participants on the impact of leadership on socio-economic development of municipalities: A comparison of ward 10 villages and Seshego Township within Polokwane Local Municipality.

This process is part of the Doctor of Administration (D.ADMIN) research project, registered in the Department of Public Administration at the University of Limpopo.

The information will be used only for academic purposes and your participation is voluntary. In addition, research participants are also guaranteed anonymity and confidentiality of the interviews and the responses in the self-administered questionnaires.

Thank you in advance

N D Masemola

## SECTION A :DEMOGRAPHIC INFORMATION (please tick in the box using X)

### 1. Gender of the respondent

| Male | Female |
|------|--------|
|      |        |

### 2. Age of the respondent

| 18-25 Years | 26-30 years | 31-35 years | 36-50 years | 51-65 years | Older than 65 |
|-------------|-------------|-------------|-------------|-------------|---------------|
|             |             |             |             |             |               |

### 3. Level of education

| No schooling | Primary | Secondary | Matric | Tertiary | Postgraduate |
|--------------|---------|-----------|--------|----------|--------------|
|              |         |           |        |          |              |

### 4. Marital status

| Single | Married | Divorced | Widowed |
|--------|---------|----------|---------|
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**5. Occupation**

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**6. Years of Service within in the Polokwane Municipality**

| 0-12 months | 1-5 years | 6-10 years | 11-15 years | 16-20 years | More than 20 years |
|---|---|---|---|---|---|
| | | | | | |

**7. How long have u been residing within the jurisdiction of the Municipality**

| 0-12 months | 1-5 years | 6-10 years | 11-15 years | 16-20 years | More than 20 years |
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# SECTION B:THE IMPACT OF LEADERSHIP ON SOCIO –ECONOMIC DEVELOPMENT AND SERVICE DELIVERY

## 1. NATURE OF SERVICE DELIVERY IN POLOKWANE LOCAL MUNICIPALITY.

2.1 . Do you think the municipality provide equitable and quality services to the affected localities?

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2.2       .Are municipal services provided on time and are they adequate?

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2.3      There is widespread  view that non urban areas don't get enough services and are trailing behind affluent communities , what are your views on this and the standards of services you are providing ?

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2.4      .Is the provision of services based on the Batho Pele Principles? And toward extend does that impact or brought change in the services provided?

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2.5. Are you providing sustainable services to the communities in the affected two areas?

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2.6. Are you providing a balanced and equitable service to the people based on demographic dynamics or what measures determines the type of services you are providing?

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2.7 .Are you satisfied about the quantity and quality of services that you are providing to Ward 10 communities?

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## 3. ASSESSMENT OF THE MANNER IN WHICH POLOKWANE MUNICIPALITY ADDRESSES THE DEVELOPMENTAL NEEDS OF ITS RURAL AND URBAN SETTING.

3.1 How do you interact with national and provincial departments on matters of development regarding your municipality?

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3.2. How integrated is your IDP and the extent to which it addresses spatial rationale to ensure balanced development?

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3.2.1 How inclusive is your IDP?

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3.2.2. To what extent do you cover or include the two areas in planning?

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3.2.3. How have you been working to ensure development in these areas?

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3.3. What is the level of development and service delivery to thecommunities of Ward 10 Villages? Which other plans does the municipality have, speaking specifically about the two areas?

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3.4. What guide the approach to comprehensive provision of services and how does it impact on the mentioned places?

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3.5. Does the municipality have the necessary capacity to deliver services and assess the impact thereof?

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3.6. What are the problems and challenges regarding development and provision of services in your municipal area?

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3.7 .Could you talk about the plans and services that are provided by the municipality to Ward 10 Villages.

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3.8. To what extend are you ensuring productive, sufficient and sustainable efforts to ensure development and service delivery?

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3.9. Which principles underpin your approach to provision of services?

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3.10 .How do you extend and sustain access to services and ensure development?

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## 4. NATURE OF SOCIO-ECONOMIC DEVELPOMENT IN POLOKWANE MUNICIPALITY.

4.1. What is the impact of your plans on the vulnerable sections in society such as women, children and people living with disability?

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4.2. What is or have been your contribution to the empowerment of the communities in skills development, training, Abet programme, art and cultural programmes?

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4.3 .What is the health and education profile of communities in the two areas of Ward 10 Villages?

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4.4. Can you elaborate on what you would regard as values of the communities and of the socio-economic leaders, and the extent of their creativity and productivity?

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4.5. What would you say about the state of these communities in relation to poverty, unemployment and inequality?

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4.6. What is the level of infrastructure provided for economic and social use?

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4.7. How do psychosocial factors such as empowerment, relative social status and social integration impact on the two communities?

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## 5. .REASONS FOR VARIED SERVICE PROVISION IN SESHEGO AND POLOKWANE

5.1. In terms of performance of the municipality, is the provision of services and development in these areas varied?

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5.2. Which factors hinder or promote unequal approach to development in both areas?

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5.3. Is there better collaboration that could promote equal attention and approach to these areas of focus needing development?

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5.4. How do you allocate resources to ensure development in Ward 10 Villages is equal ?

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5.5. Does your budget strike a balance between the areas and what are your priorities for development and provision of services?

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5.6. What has been happening in the past years regarding balanced approach and proper allocation of resources to these two areas?

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5.7. What capacities do you have to carry your mandates and implement programmes for development?

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5.8. Do you link your budget with strategy to ensure equitable allocation ?

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5.9. What designed procedures do you have that guides strategic allocation of resources?

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5.10. Do you have joint broad based approaches to budgeting that accommodates change to mitigate possible divergence or assorted development?

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## 6. DOMINATION AND INFUENCE OF CLIENTELISTIC OPERATIONS ON BUREACRACY,ALLOCATION OF RESOURCES AND POWER DISTRIBUTION.

6.1. What is the character of the political and administrative leadership of the municipality in your view?

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6.2. What can you say about reciprocal adaptation and he extend to which it influences approach to development and provision of services?

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6.3. Power distribution for entrepreneurial participation and economic activities are essential, how does that contribute in enlargement of capacity and rise in levels of organisation in the communities?

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6.4. How does the scale of organisation and activities in the municipality influence resource patterns?

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6.5. What can you say about misallocation and mis-governance which impact on the ability of the municipality to deliver services?

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6.6. Do you belief that votes –maximising strategies influence the allocation of resources for development?

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## 7. IMPACT OF POLITICAL AND ADMINISTRATIVE LEADERSHIP IN DEVELOPMENT AND PROVISION OF SERVICES.

7.1. What are your views on the leadership in the municipality?

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7.2. What is your understanding of the relationship and impact of leadership and service delivery?

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--------------------7.3. Your comments on how leadership can be improved and enhance service delivery and development?

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7.4. What constitute strategic leadership for organisational performance and in this regard the municipality to deliver the required services?

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7.5. What is the likely impact of moral and ethical leadership in service delivery?

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7.6. What type of leadership style do you think it's most appropriate for institutional performance?

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